

Historic, archived document

Do not assume content reflects current scientific knowledge, policies, or practices.

LEGISLATIVE HISTORY

Public Law 174--70th Congress

Chapter 342--1st Session

H. J. Res. 145

TABLE OF CONTENTS

Digest of Public Law 174	1
Index and Summary of History on H. J. Res. 145 . . .	1

FOOD AND AGRICULTURE ORGANIZATION. Provides for U. S. membership in the FAO of the United Nations. Authorizes \$625,000 for first fiscal year and \$1,250,000 each fiscal year thereafter for payment of proportionate share in the Organization. Expresses the sense of Congress as favoring integration of functions and resources of the International Institute of Agriculture with those of the Organization. Prohibits any new obligations unless approved by Congress.

INDEX AND SUMMARY OF HISTORY ON H. J. RES. 145

March 27, 1945	H. J. Res. 145 introduced by Mr. Bloom and referred to the Committee on Foreign Affairs.
April 12, 1945	Hearings: House, H. J. Res. 145.
April 18, 1945	House Committee on Foreign Affairs reported H. J. Res. 145 with amendments. House Report 431. Print of measure as reported.
April 25, 1945	House agreed to unanimous consent request that at anytime next week this Resolution shall be considered.
April 30, 1945	Debated and passed House as reported.
May 3, 1945	H. J. Res. 145 referred to the Senate Committee on Foreign Relations. Print of measure as referred.
June 11, 1945	Senate Committee on Foreign Relations reported H. J. Res. 145 without amendment. Senate Report 357. Print of measure as reported.
July 20, 1945	Debated in Senate.
July 21, 1945	Debated and passed Senate without amendment.
July 31, 1945	Approved. Public Law 174.

39. PERSONNEL. H. R. 2803, by Rep. Lane, Mass., to provide, in the case of certain Government employees dying after Sept. 18, 1939, for payment for accumulated or accrued annual leave due at the time of death. To Civil Service Committee. (p. 2927.)
40. FOREIGN RELATIONS. H. J. Res. 145, by Rep. Bloom, N. Y., providing for membership of the U. S. in the Food and Agriculture Organization of the United Nations. To Foreign Affairs Committee. (p. 2927.)
41. VETERANS. H. R. 2787, H. R. 2808.

COMMITTEE HEARINGS Released by G.P.O.

42. HOUSING; POST-WAR PLANNING. Pursuant to S. Res. 33, establishing a Post-War Economic Policy and Planning Committee. Pts. 12 and 13, housing and urban re-development. Senate Post-War Economic Policy and Planning Committee.

- o -

For supplemental information and copies of legislative material referred to, call Ext. 4654, or send to Room 112 Adm. Arrangements may be made to be kept advised, routinely, of developments on any particular bill.

- o -

ITEM IN FEDERAL REGISTER Mar. 27, 1945

43. LATIN AMERICA. Executive Order 9532, changing the name of the Office of Coordinator of Inter-American Affairs to the Office of Inter-American Affairs and appointing Wallace K. Harrison to be Director of the Office (p. 3173).

- o -

COMMITTEE-HEARINGS ANNOUNCEMENTS for Mar. 28: Joint Committee on Organization of Congress; S. Foreign Relations, lend-lease bill (ex.); S. Agriculture food sub-committee, meat investigation; H. Agriculture, school-lunch program; H. Insular Affairs, conditions in Puerto Rico (ex.).

- o -

PUBLIC BILLS AND RESOLUTIONS

Under clause 3 of rule XXII, public bills and resolutions were introduced and severally referred as follows:

By Mr. WASIELEWSKI:

H. R. 2787. A bill amending title II of the Social Security Act to provide that active service in the armed forces shall not result in either the lessening, or complete loss, of insurance benefits; to the Committee on Ways and Means.

By Mr. GWYNNE of Iowa:

H. R. 2788. A bill to amend title 28 of the United States Code in regard to the limitation of certain actions, and for other purposes; to the Committee on the Judiciary.

By Mr. RANKIN:

H. R. 2789. A bill to amend section 500 (c), title III, Servicemen's Readjustment Act of 1944, so as to make more adequate provision for loans to veterans under the provisions of such title by removing certain statutory limitations on loans guaranteed thereunder made by national banks and certain other banking institutions; to the Committee on World War Veterans' Legislation.

By Mr. VINSON:

H. R. 2790. A bill relating to pay allowances of officers of the retired list of the Regular Navy and Coast Guard performing active duty in the rank of rear admiral; to the Committee on Naval Affairs.

By Mr. COFFEE:

H. R. 2791. A bill to provide that retired officers of the United States Navy be paid active-duty pay for any period served in an inactive status pending action by a retirement board; to the Committee on Naval Affairs.

By Mr. DINGELL:

H. R. 2792. A bill imposing additional penalties for engaging in black-market operations; to the Committee on Banking and Currency.

By Mr. HOCH:

H. R. 2793. A bill relating to the assignment of men under the age of 19 to combatant duty against the enemy; to the Committee on Military Affairs.

By Mr. LEWIS:

H. R. 2794. A bill to provide a quota for earthenware, crockeryware, china, porcelain, and other vitrified wares imported into the United States; to the Committee on Ways and Means.

H. R. 2795. A bill to provide a quota for articles made wholly or in chief value of glass imported into the United States; to the Committee on Ways and Means.

By Mr. CARLSON:

H. R. 2796. A bill to amend the Internal Revenue Code; to the Committee on Ways and Means.

By Mr. LANE:

H. R. 2797. A bill to amend section 22 (b) (13) of the Internal Revenue Code; to the Committee on Ways and Means.

By Mr. MANSFIELD of Montana:

H. R. 2798. A bill to permit weekly newspapers to suspend publication for not more than two issues in any one calendar year without loss of second-class mail privileges; to the Committee on the Post Office and Post Roads.

By Mr. MAY:

H. R. 2799. A bill to authorize the Secretary of War to exchange with the Rosslyn Connecting Railroad Co. certain lands in the vicinity of the War Department Pentagon Building in Arlington, Va.; to the Committee on Military Affairs.

By Mr. MERROW:

H. R. 2800. A bill to provide for one national cemetery in every State and Territory and such other national cemeteries in the States, Territories, and possessions as may be needed for the burial of members of the armed forces of the United States dying in the service or former members whose last discharge therefrom was honorable, and certain other persons as provided for in United States

Code, title 24, section 281, as amended; to the Committee on Military Affairs.

By Mr. REED of New York.

H. R. 2801. A bill to stimulate business recovery and provide relief from war taxation; to the Committee on Ways and Means.

By Mr. FLOOD:

H. R. 2802. A bill relating to the assignment of men under the age of 19 to combatant duty against the enemy; to the Committee on Military Affairs.

By Mr. LANE:

H. R. 2803. A bill to provide, in the case of certain Government employees dying after September 18, 1939, for payment for accumulated or accrued annual leave due at the time of death; to the Committee on the Civil Service.

By Mr. MANSFIELD of Texas:

H. R. 2804. A bill authorizing the transfer of military installations on the Indianola Antiaircraft Gunnery Range to the County of Calhoun, State of Texas; to the Committee on Military Affairs.

By Mr. McGEEHEE:

H. R. 2805. A bill to reimburse certain Navy personnel and former Navy personnel for personal property lost or damaged as a result of a fire in Quonset hut occupied by Eighty-third United States Naval Construction Battalion at Camp Rousseau, Port Hueneme, Calif., on December 22, 1944; to the Committee on Claims.

H. R. 2806. A bill to reimburse certain Navy personnel for personal property lost or damaged in a fire at Naval Base 2, Rosneath, Scotland, on October 12, 1944; to the Committee on Claims.

H. R. 2807. A bill to reimburse certain Navy personnel and former Navy personnel for personal property lost or damaged as a result of a fire in Quonset hut E-172 at the Amphibious Training Base, Camp Bradford, naval operating base, Norfolk, Va., on January 20, 1945; to the Committee on Claims.

By Mr. WEICHEL:

H. R. 2808. A bill amending title II of the Social Security Act to provide for crediting service in the armed forces for old-age and survivors' insurance benefits; to the Committee on Ways and Means.

By Mr. BLOOM:

H. Res. 145. Joint resolution providing for membership of the United States in the Food and Agriculture Organization of the United Nations; to the Committee on Foreign Affairs.

MEMORIALS

Under clause 3 of rule XXII, memorials were presented and referred as follows:

By the SPEAKER: Memorial of the Legislature of the State of Iowa, memorializing the President and the Congress of the United States to provide for a qualified representation of the young men and women of the military forces of World War No. 2 to serve as members of the commission or delegation representing the United States of America at the peace table; to the Committee on Foreign Affairs.

Also, memorial of the Legislature of the State of Texas, memorializing the President and the Congress of the United States to take steps to end the attempts of self-made tyrants to impose supergovernment on and exact tribute from the free people of the country, by the exercise of arbitrary power and selfishness; to the Committee on Labor.

Also, memorial of the Legislature of the State of Wisconsin, memorializing the President and the Congress of the United States to establish Camp McCoy as a permanent military camp; to the Committee on Military Affairs.

Also, memorial of the Legislature of the State of Massachusetts, memorializing the President and the Congress of the United

States to establish and maintain a national cemetery in that State; to the Committee on Military Affairs.

Also, memorial of the Legislature of the State of Utah, memorializing the President and the Congress of the United States to make a study of existing pricing and rate structures in the steel and other industries and particularly as they affect the operation of the Geneva steel plant; to the Committee on Ways and Means.

Also, memorial of the Legislature of the State of Utah, memorializing the President and the Congress of the United States to repeal a portion of the Antiquities Act and to amend the same, to hold public hearings on extension or creation of national parks, to develop a sound public land policy, and for other purposes; to the Committee on the Public Lands.

Also, memorial of the Legislature of the State of Utah, memorializing the President and the Congress of the United States to take action to provide opportunity for social security insurance coverage to all workers in the United States not now covered, to protect the social security insurance benefits of members of the armed forces, the merchant marine, and workers in certain war industries, and for other purposes; to the Committee on Ways and Means.

Also, memorial of the Legislature of the State of Utah, memorializing the President and the Congress of the United States to assist in opening Palestine for unrestricted colonization by persons of Jewish ancestry; to the Committee on Foreign Affairs.

PRIVATE BILLS AND RESOLUTIONS

Under clause 1 of rule XXII, private bills and resolutions were introduced and severally referred as follows:

By Mr. GRANAHAN:

H. R. 2809. A bill for the relief of Theodore Maudrame; to the Committee on Immigration and Naturalization.

By Mr. MARTIN of Massachusetts:

H. R. 2810. A bill for the relief of Mrs. Stuart B. Riley; to the Committee on Claims.

By Mr. O'BRIEN of Illinois:

H. R. 2811. A bill for the relief of the M. B. Austin Co.; to the Committee on Claims.

By Mr. SOMERS of New York:

H. R. 2812. A bill for the relief of Morris Tutnauer; to the Committee on Claims.

By Mr. GRANAHAN:

H. R. 2813. A bill for the relief of J. W. Greenwood, Jr., former regional fiscal officer for the Central Administrative Services Division, Office for Emergency Management, Philadelphia, Pa.; to the Committee on Claims.

PETITIONS, ETC.

Under clause 1 of rule XXII, petitions and papers were laid on the Clerk's desk and referred as follows:

290. By Mr. CASE of South Dakota: Petition of Mrs. Maude Galland and 80 citizens of Perkins County, S. Dak., urging enactment of House bill 2082, a measure to reduce absenteeism, conserve manpower, and speed production of materials necessary for the winning of the war by prohibiting the manufacture, sale, or transportation of alcoholic liquors in the United States for the duration of the war; to the Committee on the Judiciary.

291. Also, petition of S. S. Hammond and 54 other citizens of Watertown, S. Dak., urging enactment of House bill 2082, a measure to reduce absenteeism, conserve manpower, and speed production of materials necessary for the winning of the war by prohibiting the manufacture, sale, or transportation of alcoholic liquors in the United States for the duration of the war; to the Committee on the Judiciary.

292. By Mr. COCHRAN: Petition of E. E. Run and 24 other citizens of Missouri, protesting against the passage of any prohibition legislation by the Congress; to the Committee on the Judiciary.

293. Also, petition of O. Fisher and 26 other citizens of Missouri, protesting against the passage of any prohibition legislation by the Congress; to the Committee on the Judiciary.

294. Also, petition of E. Sireno and 27 other citizens of Missouri, protesting against the passage of any prohibition legislation by the Congress; to the Committee on the Judiciary.

295. Also, petition of C. Bryant and 27 other citizens of Missouri, protesting against the passage of any prohibition legislation by the Congress; to the Committee on the Judiciary.

296. Also, petition of E. Kelsey and 26 other citizens of Missouri, protesting against the passage of any prohibition legislation by the Congress; to the Committee on the Judiciary.

297. By Mr. GROSS: Petition of the Townsend Clubs of the Twenty-first Congressional District of Pennsylvania, signed by E. W. Laughman, district secretary, and others, memorializing the Congress of the United States to enact into law House bills 2229 and 2230, what is known as the Townsend bill, which will provide annuities for all senior

citizens 60 years and over who will refrain from gainful occupation, the permanently disabled, the blind, the disabled soldiers, and all widowed mothers with dependent children under 18; to the Committee on Ways and Means.

298. By Mr. RICH: Petition of residents of Council, Alaska, and environs, protesting against further reservations in Alaska as sponsored by the Department of the Interior; to the Committee on the Public Lands.

299. By Mrs. ROGERS of Massachusetts: Memorial of the General Court of Massachusetts, requesting the Federal Conservation Commission and the Select Committee on Conservation of Wildlife Reserves to restrain any further action by the United States Fish and Wildlife Service in the Parker River and Monomoy Point refuges until the completion of an investigation by a joint committee of the general court; to the Committee on Agriculture.

300. Also, memorial of the General Court of Massachusetts, urging the Federal Government to purchase land in Massachusetts for the establishment of a national cemetery; to the Committee on Military Affairs.

301. By the SPEAKER. Petition of the Arkansas Basin Flood Control Association, Russellville, Ark., petitioning consideration of their resolution with reference to opposition to establishment of an Arkansas Valley

Authority and requesting that the river basin of Arkansas be developed by the Corps of Engineers, United States Army; to the Committee on Flood Control.

302. Also, petition of Clifford Cooperative Association, of Tripoli, Wis., urging consideration of their resolution with reference to opposition to the views and policies of foreign affairs as expressed by Congressman O'KONSKI; to the Committee on Foreign Affairs.

303. Also, petition of the American Legion, Horse Creek Valley Post, No. 77, Bath, S. C., urging consideration of their resolution with reference to adoption of universal military training for the youth of the country; to the Committee on Military Affairs.

304. Also, petition of the National Maritime Union, New York, N. Y., with 19 signers, urging consideration of their resolution with reference to the enactment of a merchant seamen's bill of rights along the lines of the one passed by a grateful Nation in behalf of our armed forces; to the Committee on the Merchant Marine and Fisheries.

305. Also, petition of the Lions International, District 51, Puerto Rico, urging consideration of their resolution with reference to the establishment of an independent Federal agency to study, weigh, and probe into the problems of Puerto Rico, and for other purposes; to the Committee on Insular Affairs.

79TH CONGRESS
1ST SESSION

H. J. RES. 145

IN THE HOUSE OF REPRESENTATIVES

MARCH 27, 1945

Mr. Bloom introduced the following joint resolution; which was referred to the Committee on Foreign Affairs

JOINT RESOLUTION

Providing for membership of the United States in the Food and Agriculture Organization of the United Nations.

- 1 *Resolved by the Senate and House of Representatives*
- 2 *of the United States of America in Congress assembled,*
- 3 That the President is hereby authorized to accept member-
- 4 ship for the United States in the Food and Agriculture
- 5 Organization of the United Nations (hereinafter referred
- 6 to as the "Organization") the Constitution of which is set
- 7 forth in appendix I of the First Report to the Governments
- 8 of the United Nations by the Interim Commission on Food
- 9 and Agriculture, dated August 1, 1944.
- 10 SEC. 2. There is hereby authorized to be appropriated,
- 11 out of any money in the Treasury not otherwise appropri-

1 ated, such sums, not to exceed \$1,250,000 annually, as may
2 be required for expenditure under the direction of the Secre-
3 tary of State, for the payment by the United States of its
4 proportionate share in the expenses of the Organization.

5 SEC. 3. Unless Congress by law authorizes such action,
6 neither the President nor any person or agency shall on be-
7 half of the United States accept any amendment under para-
8 graph 1 of article XX of the Constitution of the Organiza-
9 tion involving any new obligation for the United States.

10 SEC. 4. In adopting this joint resolution the Congress
11 does so with the understanding that paragraph 2 of article
12 XIII does not authorize the Conference of the Organization
13 to so modify the provisions of its Constitution as to involve
14 any new obligation for the United States.

79TH CONGRESS
1ST SESSION

H. J. RES. 145

JOINT RESOLUTION

Providing for membership of the United States
in the Food and Agriculture Organization
of the United Nations.

By Mr. Bloom

MARCH 27, 1945

Referred to the Committee on Foreign Affairs

FILE COPY

**FOOD AND AGRICULTURE ORGANIZATION
OF THE UNITED NATIONS**

Please return to

LEGISLATIVE REPORTS AND SERVICE SECTION

Office of Budget and Finance

HEARINGS

BEFORE THE

**COMMITTEE ON FOREIGN AFFAIRS
HOUSE OF REPRESENTATIVES**

SEVENTY-NINTH CONGRESS

FIRST SESSION

PURSUANT TO

H. J. Res. 145

**PROVIDING FOR MEMBERSHIP OF THE UNITED STATE
IN THE FOOD AND AGRICULTURE ORGANI-
ZATION OF THE UNITED NATIONS**

APRIL 12, 1945

Printed for the use of the Committee on Foreign Affairs



UNITED STATES
GOVERNMENT PRINTING OFFICE
WASHINGTON : 1945

COMMITTEE ON FOREIGN AFFAIRS

SOL BLOOM, New York, *Chairman*

LUTHER A. JOHNSON, Texas	CHARLES A. EATON, New Jersey
JOHN KEE, West Virginia	EDITH N. ROGERS, Massachusetts
JAMES P. RICHARDS, South Carolina	ROBERT B. CHIPERFIELD, Illinois
JOSEPH L. PFEIFER, New York	JOHN M. VORYS, Ohio
PETE JARMAN, Alabama	KARL E. MUNDT, South Dakota
W. O. BURGIN, North Carolina	BARTEL J. JONKMAN, Michigan
WIRT COURTNEY, Tennessee	FRANCES P. BOLTON, Ohio
THOMAS S. GORDON, Illinois	JAMES W. WADSWORTH, New York
JOHN S. WOOD, Georgia	CHARLES L. GERLACH, Pennsylvania
EMILY TAFT DOUGLAS, Illinois	LAWRENCE SMITH, Wisconsin
JAMES W. TRIMBLE, Arkansas	CHESTER E. MERROW, New Hampshire
HELEN GAHAGAN DOUGLAS, California	
JOSEPH F. RYTER, Connecticut	
DANIEL J. FLOOD, Pennsylvania	

BOYD CRAWFORD, *Clerk*

FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS

THURSDAY, APRIL 12, 1945

HOUSE OF REPRESENTATIVES,
COMMITTEE ON FOREIGN AFFAIRS,
Washington, D. C.

The committee met at 10:30 a. m., Hon. Luther A. Johnson, presiding.

MR. JOHNSON. The committee will please be in order. Chairman Bloom is absent, due to his necessary attendance on the conference of the delegates to the San Francisco meeting, who are having a meeting this morning. He has requested me to act as temporary chairman.

We have under consideration House Joint Resolution 145, providing for membership of the United States in the Food and Agriculture Organization of the United Nations.

A copy of the resolution will be made a part of the record at this point.

(H. J. Res. 145 is as follows:)

[H. J. Res. 145, 79th Cong., 1st sess.]

JOINT RESOLUTION Providing for membership of the United States in the Food and Agriculture Organization of the United Nations

Resolved by the Senate and House of Representatives of the United States of America in Congress assembled, That the President is hereby authorized to accept membership for the United States in the Food and Agriculture Organization of the United Nations (hereinafter referred to as the "Organization") the Constitution of which is set forth in appendix I of the First Report to the Governments of the United Nations by the Interim Commission on Food and Agriculture, dated August 1, 1944.

Sec. 2. There is hereby authorized to be appropriated, out of any money in the Treasury not otherwise appropriated, such sums, not to exceed \$1,250,000 annually, as may be required for expenditure under the direction of the Secretary of State, for the payment by the United States of its proportionate share in the expenses of the Organization.

Sec. 3. Unless Congress by law authorizes such action, neither the President nor any person or agency shall on behalf of the United States accept any amendment under paragraph 1 of article XX of the Constitution of the Organization involving any new obligation for the United States.

Sec. 4. In adopting this joint resolution the Congress does so with the understanding that paragraph 2 of article XIII does not authorize the Conference of the Organization to so modify the provisions of its Constitution as to involve any new obligation for the United States.

MR. JOHNSON. Our first witness will be the Secretary of Agriculture, Hon. Claude Wickard.

**STATEMENT OF HON. CLAUDE R. WICKARD, SECRETARY OF
AGRICULTURE**

Secretary WICKARD. Mr. Chairman, and members of the committee, first of all, let me say that I am heartily in favor of this country's participation in the proposed Food and Agriculture Organization.

As we move closer to final victory, it becomes more and more urgent that we build a strong foundation for a peace that will last. We must not allow the terrible sacrifices of this war to count for so little in the future that the next generation will be engulfed in a third world conflict.

The strongest world police force that could be organized, and the best security arrangements that could be made, would not in themselves be enough to guarantee continued world peace. To keep the peace we must make the peace worth keeping. We must do more than strike down open aggression—we must to the greatest possible extent remove the causes of discontent and the conditions that invite aggression.

Low levels of living—most of all hunger—are among the chief sources of unrest and strife. Hungry people don't often make wise political decisions, or build strong institutions. There can be no real democracy where the bulk of the people are only half fed. Instead, there is a strong tendency to follow any dictator who promises something better; or, if people are weak enough from hunger, they are easier victims of aggressor groups or nations.

The Food and Agriculture Organization lays equal stress on two great aims: raising the world level of nutrition and improving living conditions of all of the people who produce food.

For the first time in world history, we do not have to take a fatalistic attitude about food. There used to be good reason for fear that there never would be enough food—that some people always would have to go hungry. Modern technology has given us the ways to produce enough for all. Technology has succeeded so well, in fact, that recently there have been fears that farmers might steadily produce more than they could sell. Modern nutritional science has shown how much more most people should eat to be strong and healthy. The great need now is for the patience and ingenuity to match abundant production with abundant consumption. In recent years, lack of effective co-operation among nations has been the weak link. Establishment of a Food and Agriculture Organization would do much to turn that weakness into strength.

The field is tremendous. Two-thirds of the world's people get their living from food production. Two-thirds of the world's people—including great numbers of the food producers themselves—never have had enough to eat. Likewise, vast numbers of people who produce food—including many who turn out large amounts of it efficiently—have had to struggle along at or below the edge of poverty. Over the years, their economic reward for their contribution to the world's wealth have been small.

Even in our own country, we have been thoroughly familiar with these difficulties. In the period between the two world wars, farmers met with troubles and hardships primarily because they could not find markets for all they produced. At the very same time, there was hunger amid all that plenty. For years we had known in a general

way that millions of families in the United States were not getting the kinds of diet necessary to health and strength. This belief was strikingly borne out in the record of selective-service rejections on physical grounds.

Thus efforts to improve world diets and raise the levels of living of food producers have a direct interest for millions of people in this country. The work of F. A. O. would have equally important—if less direct—possibilities for the more fortunate of our people. If the world is to be made a good place to live in after the war, we must have an expanding economy in all quarters of the globe. We must fully develop the world's capacity to produce useful goods and services, and we must also develop ways to make those goods and services fully available to all people who need and want them.

This will be tremendous undertaking. The world's widespread malnutrition and the difficulties of its food producers grow out of deep-rooted causes. Some of the habits and prejudices and thought patterns that are involved run back hundreds of years. They can't be changed overnight through F. A. O. or any other single mechanism that could be set up. In fact, the scope of F. A. O. action is distinctly limited. It would be only one of a number of international organizations that are needed. Even in its own field, it would have no executive powers over the food and agriculture policies of participating governments.

On the other hand, F. A. O. offers great possibilities. It would afford the broadest base yet conceived for international attacks on the serious and long-standing problems of food and agriculture. Its work of gathering and analyzing information would in itself be a long forward step. And it could go much further. I should like to draw particular attention to the clauses in the proposed constitution that provide for making recommendations to member nations and to other international organizations, for giving technical aid—when it is requested—in carrying out the recommendations, and for asking for reports from member nations on the progress made toward achieving the purposes of the organization. In those provisions there is a basis for constructive moral suasion and for fruitful action.

I should also like to call to the special attention of this committee the important place that forestry and fishing hold in the basic charter of F. A. O. Needs in many countries for conserving forests and developing woodland on a sustained-yield basis are well known and already closely linked with agriculture in most people's thinking.

It is evident that the inclusion of fish is wise when we think of the great numbers of people who rely on fish as one of their chief foods, and of the vitamins, minerals, and protein that make fish such a valuable food. Also in considering the welfare of those who catch fish as well as those who eat them, it is important to remember that deep-sea fishing is by its very nature an international calling. Cooperation among nations is needed to conserve the fish supply by preventing the overuse of present fishing grounds; and to locate new grounds by studying ocean conditions and the movements and habits of the fish. And in addition, much still can be learned about the best ways of catching and preserving fish.

I want to discuss in some detail what F. A. O. can mean to the farm people of this country, together with those other basic producers who make their living from forestry and fishing. But first let me

point out that the general considerations that I have already mentioned bulk as large in the minds of food producers as in the minds of the rest of the Nation's people. Farmers and the other producers we are considering are as interested in the general welfare, and view it from as wide an angle, as any other group of good citizens. Also, like all other groups, they have a keen interest in the way national and international affairs affect their particular means of livelihood. What can the Food and Agriculture Organization mean to the farm people of the United States?

The best answer begins with another question: What will be the greatest need after the war for farmers in the well-developed, highly efficient, food-producing countries like our own? That need, undoubtedly, will be for profitable markets for the great volume of products they are capable of turning out. Finding such outlets must be the core of any really effective farm policy. There is no question that most of the people of the world can use a lot more food. Neither is there any question that farmers have an inborn desire to produce abundantly—that they never are happier than when they are producing to the utmost. Fear that they might be overwhelmed by their own plenty is what has bothered them.

Every advance in raising levels of nutrition, clothing, and housing anywhere in the world is a distinct gain for producers of food, fiber, and forest products. It is the only course that holds any real promise. In the years between the First and Second World Wars, the great agricultural producing nations tried another tack. For the most part they were much more interested in enlarging their own share of existing markets than in increasing total world consumption. By now everyone is heartily sick of that approach. Nobody gained in the long run. Total markets grew smaller instead of larger. Agricultural surpluses continued to weigh down producers, and hundreds of millions of persons kept on going ill-nourished and ill-clad.

The basic aim of F. A. O. would be to find ways of increasing the consumption of food and other agricultural products by methods that would benefit producers equally with consumers.

Another major joint that greatly interests farmers is the effect the work of F. A. O. could have on patterns of production and consumption in various individual countries and on patterns of world trade for moving food and other agricultural products from the places they are produced to places where they will be used.

Looking back again to the years between 1920 and the outbreak of the present war in Europe, one of the chief characteristics of world trade in agricultural products—and, indeed, of all kind of products—was its disorderly nature. Most of the disorder, as we have seen, came from the fact that the great exporting nations were fighting to enlarge their own shares of the international trade pie instead of working together to make the whole pie bigger. But that was not the only reason. Even the trade possibilities that existed were not fully realized. On a world basis, there were great gaps in our knowledge of the size and location of existing supplies of food and other agricultural products, as well as in our knowledge of what exact requirements were in different parts of the world.

Even in this time of modern communication, it still is most difficult to get fundamental facts about production and consumption

of products from the farm, the forest, and the sea. Sometimes the figures simply do not exist; sometimes they represent such rough estimates that they are of little practical use. Even where the statistics are fairly accurate, they often are on different bases for different countries, so that it is very hard to compare them.

During the war we have made some progress toward getting a better world-wide picture through the Combined Food Board and other organizations for wartime cooperation among the United Nations. But we have always been hampered by the lack of reliable statistics. Assembling such statistics is one of the things the facilities of F. A. O. would enable nations to do on a permanent peacetime basis.

Full and uniform information on world supplies and requirements of agricultural products would have immense value both for individual nations and for whatever international organization is established to stimulate and give direction to world commerce. F. A. O. itself would not be expected to carry out any of the actual arrangements for expanded world trade, but it would be making a great contribution in supplying the basic facts. Take international commodity arrangements as just one example. Already the spread of the idea that consuming as well as producing nations should participate in developing them has increased the potential effectiveness of such arrangements. If information and recommendations from F. A. O. also can be made available, another great advance will have been made.

I am not thinking only of the way in which fuller information can facilitate trade in commodities after they have been produced. Probably the greatest benefit of all would come from the influence of accurate information and wise recommendations on patterns of production in the major food-producing nations. The potential need for greater total world production of food and other agricultural commodities has been stressed so often that it has become a truism.

But it is equally true that it is possible to have too much of certain products. American farmers have bitter memories of raising more of some commodities than they could sell at a profit. Even with greatly expanded consumption there is no reason to believe that producers of a few products would not face the same difficulties in the years after the war. It would be quite possible for the world's farmers to produce more wheat or more cotton—to name just two examples—than the world's people could use.

In other words, when we say that there is need for a world farm production well above the present high level, we are talking about a balanced production. In order to achieve such a balance, farmers need to know as accurately as possible what the requirements for the different kinds of production are. I am sure that the farmers of this country would welcome efforts of F. A. O. to collect, analyze, and make public information on supplies and requirements of farm products.

Not many years ago, we in this country learned the advantages of an agricultural outlook service. This service helps farmers plan their operations by giving as comprehensive an estimate as possible of likely trends in demand and supply of the major products. It has been especially helpful in wartime. For reasons I have indicated, information on the foreign side of the picture was often too sketchy. Data

gathered through F. A. O. not only could strengthen the outlook service to United States farmers, but could form the basis of a kind of international outlook service.

The third phase of the work of F. A. O. in which the Nation's farmers are especially interested is encouraging more efficient production, through exchange of technical information and other means. For one thing, I believe the farmers of this country would gain considerably through the speedy exchange of information on technical discoveries in all parts of the world. It is true that our own agriculture has reached a very high development, but most farmers and agricultural scientists still will admit cheerfully that we may have a good bit to learn from other nations. Surely we have in the past. The lessons we have learned in soil management from the work of the Rothamsted Experiment Station in England and from the Russian soil scientists, the lessons in better forestry practices from the countries of continental Europe, and the foundation stock we have obtained from abroad for better plants and animals, are only a few of many examples that come to mind.

We not only got many of our plants and animals from other lands, we also got the diseases and insect pests that seem to go along with them. The farmers of this country are vitally interested in disease and insect control work in lands that have a longer experience with particular pests or diseases.

On the average, however, we probably will have more to teach most other nations than we will learn from them. How will that affect the farmers of this country? Will it be building up harmful competition in other lands? I believe that just the reverse would be true. The world's countries that have the most farm people are the undeveloped countries, where most farmers are not even able to produce enough food to feed themselves and their families properly. Nations of that kind import relatively little food from other nations because they have little to exchange for it. The first effect of better farm technology in the undeveloped countries would be to improve the nutrition of the people on the land. The next effect of greater farm efficiency would be to enable some people to leave farms and take jobs in the industries and trades that need to be developed in their countries. That is the one way in which living standards can really be raised and in which the less developed countries can produce goods and services to exchange in world commerce and be good customers of more developed nations.

To bring the greatest benefit to both producers and consumers, it seems that we should have a world-wide agricultural pattern something like this: In general, the protective foods—such as whole milk and fresh vegetables—would be produced near the places where they are to be consumed. This is logical, for those products are on the whole relatively costly and difficult to transport. The storable products that are comparatively easy to ship would be produced mainly in the parts of the world where they can be raised most efficiently. To establish such a pattern is going to require much better information, understanding, and international cooperation than we have had in the past. The United States, with its almost unlimited markets for its own protective foods and its resources for producing some of the great staples such as wheat and cotton, would stand to gain tremendously by such a pattern.

How well the food producers of the world live and how well the food consumers of the world eat are going to have a great deal to do with future world peace and prosperity. As I have indicated, the mere creation of an F. A. O. would not in itself add a nickel to producers' incomes or an ounce to consumers' diets. But that is not the point. F. A. O. would effectively promote international cooperation in maintaining security and raising levels of living.

We may as well face this fact now: If levels of living are not raised all over the world—if the total economy does not expand—all of our painstaking efforts after the war will add up to nothing. Sooner or later the nations would slip back into the old pattern of fighting for larger shares of a shrinking trade.

We must act now, while there still is time—while the situation still is fluid. Naturally, the war has disorganized the former peacetime pattern. Extensive changes of one kind or another are inevitable when peace returns. It would be all too easy to fall back into the old, unsatisfactory groove. The scramble to win self-sufficiency, that was costly to producers and consumers everywhere, is just one of the old ways we could go back to. But we have a choice. As we prepare to reconvert, we can look toward a new and better pattern for the future.

The need for helping food producers get back on their feet in the countries ravaged by war makes it doubly important to start work as soon as possible. F. A. O. can be the first of the permanent organizations for world cooperation. Signatures of 20 nations are needed to put the proposed constitution into effect. Nineteen already have signed. By becoming the twentieth member, the United States can at once make cooperation through F. A. O. a working reality.

Mr. JOHNSON. Thank you very much, Mr. Secretary, for a very fine and clear statement of the matter. In order that we may have the background of this legislation I think it might be well to refresh our memory of what has occurred heretofore. As I recall, there was held in Hot Springs, Va., in May 1943, the United Nations Conference on Food and Agriculture. You, and Judge Marvin Jones, who was here this morning, I think, were two of the representatives of the United States at that conference.

Secretary WICKARD. I was not at the conference; Judge Jones presided.

Mr. JOHNSON. I know Judge Jones was chairman of the conference. That meeting, however, was attended by quite a large number of representatives of various countries. Judge, do you recall offhand the number that participated?

Judge JONES. Forty-four.

Mr. JOHNSON. As a result of that conference a report was made to the governments of the United Nations by the Interim Commission on Food and Agriculture, dated August 1, 1944. The pending resolution simply authorizes the President of the United States to accept membership for the United States in the Food and Agriculture Organization of the United Nations, referred to in the resolution as the "organization." You referred to it in your statement as "F. A. O."?

Secretary WICKARD. That is right.

Mr. JOHNSON. That is your designation of it?

Secretary WICKARD. We speak alphabetically now so much.

Mr. JOHNSON. It is an alphabetical age in which we live. This resolution, as I said, simply authorizes the President to accept, on behalf of the United States Government, membership in this world organization on food and agriculture. You have given the reasons why you think we should participate. As I understand, you said in the latter part of your statement, 19 countries have already authorized participation. If we join, that will make 20 out of a possible total of 44 that were in attendance at the previous conference. What action was taken by the other 24? Have any of them taken adverse action?

Secretary WICKARD. None that I know of. Nineteen nations have already joined. Only 20 are required to put the constitution into effect.

Mr. JOHNSON. In other words, 20 would constitute a quorum, or a sufficient number to get the organization started?

Secretary WICKARD. Yes.

Mr. JOHNSON. Judge Kee, do you desire to ask Secretary Wickard any questions?

Mr. KEE. Mr. Secretary, have we had heretofore any international organization comparable in character to this?

Secretary WICKARD. I am not so sure, Judge Kee, that we could call the International Institute of Agriculture a comparable organization. It did do some things which are provided for by this report and proposed constitution. That institute was situated in Rome. It was largely sponsored by the King of Italy. Of recent years it has not been very active because of war conditions. But this organization proposes to go into a much more comprehensive field. The other organization if I understand it correctly, accumulated a library and a lot of statistics and passed out information, but it did not go into the sciences, it did not go into the matter of making recommendations, it did not go into the nutritional aspects of the subject nearly as much as is contemplated by this organization.

Mr. KEE. I believe our country took quite a great deal of interest in that institute, did it not?

Secretary WICKARD. Yes; we had representatives at that institute.

Mr. KEE. It did accomplish some fairly effective work?

Secretary WICKARD. That is right.

Mr. KEE. Is it to be assumed that this proposed organization will take the place of that organization?

Secretary WICKARD. Well, I think there was discussion and debate about the interim commission, which prepared the constitution, for the purpose of using the facilities of that organization, the library, and making it a part of this organization.

Mr. KEE. Can you tell us something about the approach of this organization to the problems that we now have in agricultural matters; that is, would it have representatives from all of the participating countries when it met, and would they report to the organization upon the quantities and the character of food produced in their various countries so that the information could all be assembled? They could be informed of the foods that are not produced and are required to be exported from various countries into other countries?

Secretary WICKARD. Yes. Not only would there be reports upon production, but upon the needs and the requirements of the people,

so that a producer would have a better idea than he has now as to what the people need.

It is hoped, of course, that we will stimulate activities within the countries so that they can work out their problems of production, distribution and consumption which, as I said in my prepared statement, would raise the level of living conditions in a lot of the more undeveloped countries. That would sooner or later lead to an expanded economy.

Mr. KEE. Those reports, of course, would be made available not only to the producers, but also to the recipients of the food production?

Secretary WICKARD. That is right.

Mr. BURGIN. This organization would be in the main for disseminating information?

Secretary WICKARD. Yes. It has no executive powers, but it can disseminate information and make recommendations to the participating countries.

Mr. BURGIN. Make recommendations that in turn would hurdle any obstacles that would be in the way of the movement of food?

Secretary WICKARD. That is right, and for raising the level of diets, housing, and to show ways by which agricultural production may be accomplished more efficiently and made available to the people who need the products.

Mr. BURGIN. Would it have as one of its prerogatives the effort to eliminate any tariff barriers?

Secretary WICKARD. Well, I think that it might make studies and recommendations along that line, but, of course, it has no way of implementing such recommendations except to bring to the attention of the participating nations their ideas.

Mr. BURGIN. And this is intended to be a permanent organization?

Secretary WICKARD. Yes; and we hope it is not only going to be permanent but one of the first permanent organizations looking forward to world security.

Mr. BURGIN. I was struck with your statement that two-thirds of the people of the world are engaged in producing and processing foods.

Secretary WICKARD. Yes.

Mr. BURGIN. And two-thirds of the people are without sufficient food?

Secretary WICKARD. That is right.

Mr. BURGIN. And the one-third that is not engaged in that business are, I suppose, the ones that get fed.

Secretary WICKARD. That might be a deduction that you might draw. We have found, even in this country, that farm boys are rejected by the military service more often than city boys. Perhaps there may be some truth in your statement. The world over producers of food are subject to malnutrition; more so than the people who are not producing food.

Mr. BURGIN. That thought would suggest that the man who produces food does not produce enough to eat, himself.

Secretary WICKARD. Not enough to eat, himself, and he produces not enough of the right kind of food to eat, himself. He has not had the instruction and the guidance that might be possible. The cities have organized charities of one kind and another.

Mr. BURGIN. It may be that he does not get enough for the food that he produces.

Secretary WICKARD. That is one thing. If he could get more he might be in a position to buy some of the things that he is not getting.

Mr. BURGIN. His position in an economic world is at a low level.

Secretary WICKARD. That is right. As I have said too often in the past, it has been at or below the edge of poverty.

Mr. BURGIN. Do you think this organization would help along that line?

Secretary WICKARD. I do. I think that whenever you can increase ways of consuming food you will naturally find a market for the food that is used.

Mr. BURGIN. I have been thinking about asking you about fatback. Right now in North Carolina, a cotton-producing section, they cannot pitch a crop without some beans and fatback to go on.

Mr. JOHNSON. Mr. Secretary, regarding the two-thirds that you say are hungry, is that a permanent or a temporary situation that is existing?

Secretary WICKARD. That has been the history over a long period of years.

Mr. JOHNSON. That is rather startling.

Mrs. ROGERS. I am glad that you do not believe in the policy of scarcity, Mr. Secretary.

Secretary WICKARD. I think my statement indicates I think the farmers, as well as the consumers, would be much better off if they could find markets for what they produce.

Mrs. ROGERS. People who are hungry do not want a policy of scarcity.

Secretary WICKARD. That is right.

Mrs. ROGERS. Is there any plan in the back of people's mind to make arrangements for the transfer of machinery in order to help these people?

Secretary WICKARD. Are you talking about mechanical machines?

Mrs. ROGERS. Yes.

Secretary WICKARD. No. This organization can only make recommendations along that line. It does not have the facilities, and will not have the facilities, for purchasing or transferring any commodity including machinery.

Mrs. ROGERS. Is there any future plan that might be developed as a result of this?

Secretary WICKARD. No, except through what we hope will be a greatly expanded world trade. I think other areas of the world can use machinery to great advantage, because that will raise the output per worker, which in turn tends to increase the standard of living.

Mrs. ROGERS. Do you plan to send seed, and so forth?

Secretary WICKARD. No. This is not a charitable organization at all. It might make recommendations that certain seeds are better adapted for making those seeds available to countries that are not now using them.

Mrs. ROGERS. And it will function entirely as an advisory body?

Secretary WICKARD. That is right; advisory, and in the field of making recommendations and suggestions.

Mrs. ROGERS. What country is in the greatest need of food today? Have you gone into that question at all?

Secretary WICKARD. I suppose that India would be looked upon as one of the countries. The population has increased very rapidly. They have not been able to step up their food production as rapidly as their population has increased.

Some of the other oriental countries would be in that same category.

Mrs. ROGERS. Italy needs food very much.

Secretary WICKARD. I was thinking of the long-range food production and consumption.

Mrs. ROGERS. Have the farm organizations endorsed the plan?

Secretary WICKARD. I think that we are going to let them speak for themselves. I think they will be heard from in due time.

I have heard no objection from the farm organizations, but I would rather let them speak for themselves.

Mrs. ROGERS. Will this organization mean a lowering of tariffs?

Secretary WICKARD. As a means of increasing world trade, I think perhaps there will be recommendations coming from time to time that tariffs might be lowered.

Mr. BURGIN. I hope so.

Secretary WICKARD. That might well be one of the recommendations. I cannot say what the organization is going to do because it has not yet come into being.

Mrs. ROGERS. I wonder how the farm organizations would feel about that.

Secretary WICKARD. Well, I would say that the farm organizations, for the most part, have endorsed and supported the reciprocal trade agreement program, and I do not know that they would have any reason to object to this proposal on that ground.

Mrs. ROGERS. And perhaps would endorse subsidies to take care of the lower tariffs, export subsidies.

Secretary WICKARD. Again, I do not want to speak for the farm organizations because I find that they speak very well for themselves.

Mrs. ROGERS. But you do speak for them really, as Secretary of Agriculture.

Secretary WICKARD. No; I am sorry that I cannot agree that I speak for them at all.

Mr. TRIMBLE. Does this organization have a permanent site?

Secretary WICKARD. It has not yet been chosen. A temporary site is here in Washington, but until the permanent organization comes into being we will not know where they will be located permanently.

Mr. TRIMBLE. That will necessitate certain expenditures.

Secretary WICKARD. That is right. The Budget calls for \$625,000 contribution from this country in the first year, and I believe about twice that after it reaches its full activity.

Mr. TRIMBLE. And each nation will contribute its prorate share?

Secretary WICKARD. Each nation will contribute according to the formula which I think is in the joint resolution. I believe that is contained in the constitution.

Mr. SMITH. I would like to ask if copies of this constitution which is referred to in the resolution are available to the members of the committee.

Mr. JOHNSON. They are in the pamphlets which contain the bill, the constitution, and the report. They are all in the pamphlet.

Mr. SMITH. Mr. Secretary, do you envision that this plan is devised to organize agriculture on a world-wide basis?

Secretary WICKARD. No. I do not think I would want to use the term "organized." I think that it is an organization to help consumers and producers of food find out more about the science of production, the better methods of distribution and consumption. In itself it has no executive power.

Mr. SMITH. Do you think that the furnishing of such information will result in increasing food production?

Secretary WICKARD. Yes; I think so.

Mr. SMITH. In what way?

Secretary WICKARD. The world over, as well as in our own country; if we have a better knowledge of the science of production we very probably are going to produce more efficiently, which usually means more per acre and more per man.

Mr. SMITH. There will have to be a desire on the part of the peoples engaged in agriculture to respond to the information that is furnished.

Secretary WICKARD. Yes; and there will have to be educational methods, of course, extension work of one kind and another in order to take the information to the farm people so that they can be helped in their methods of production.

Mr. SMITH. I note that the resolution calls for an appropriation of \$1,250,000 annually.

Secretary WICKARD. That is after the first year. It is \$625,000 the first year.

Mr. SMITH. That sum would be expended in an administrative way?

Secretary WICKARD. Yes. That would be used for paying the scientists and the experts who will serve this organization. It will not be used, of course, in expenditures for material goods.

Mr. SMITH. At the present time I believe we have an embargo on the shipment of tobacco seed to other countries. Would there be any effort on the part of this organization to reduce that kind of an embargo?

Secretary WICKARD. I would hesitate to make a prediction along that line. I do not know what might be the development in that field. I do not suppose that it has been considered by any of the people who have helped draft this constitution. It may have been, but I do not know that it has.

Mr. SMITH. That is all.

Mrs. DOUGLAS of California. Mr. Secretary, there was some talk, was there not, of ever-normal granaries on a world scale?

Secretary WICKARD. Yes. That has been discussed.

Mrs. DOUGLAS of California. Was that discussed at the Hot Springs conference?

Secretary WICKARD. I believe that Mr. Jones can respond to that.

Mr. JONES. They discussed practically all phases of that in committees. They had 15 different committees.

Mrs. DOUGLAS of California. But this organization, as you keep saying over and over, is experimental, and it could not have anything to do with that.

Secretary WICKARD. It could only recommend that such a plan be put into effect and perhaps make recommendations about the contributions that might be made, and the times when stocks might be withdrawn, but it could not determine policy.

Mrs. DOUGLAS of California. There would have to be another kind of organization then?

Secretary WICKARD. Yes. Very probably there would have to be another kind of organization. I made reference to the fact that this organization might help producers by making recommendations concerning international commodity arrangements. In the past we have had such things, as you know. Coffee and rubber are two of the examples. We have at this time a proposed international wheat arrangement.

Mrs. DOUGLAS of California. That is what I was thinking of—wheat.

Secretary WICKARD. Of course, the one thing we hope will be brought out in the future is the welfare and the views of the consuming nations as well as the producing nations, and if we are to carry out the program of fuller consumption, it seems to me that it would be advisable to have larger world stocks to provide against times of bad weather and other conditions.

Mrs. DOUGLAS of California. But you could not set up world stocks unless you had such a committee to find out what was needed and what was to be consumed?

Secretary WICKARD. That is right. This committee would gather the basic information, the needs, and would make recommendations to whatever international organization might be in a position to carry out the recommendations.

Mrs. DOUGLAS of California. Just after the African campaign was successful, it is my understanding that experts from your Department went over there and helped them put in a wheat crop.

Secretary WICKARD. Yes; that is right.

Mrs. DOUGLAS of California. That is my understanding.

Secretary WICKARD. We gave them technical assistance.

Mrs. DOUGLAS of California. Technical assistance that enabled them to produce an enormous wheat crop.

Secretary WICKARD. That is right. It was a very great help.

Mrs. DOUGLAS of California. Did it go to France, or where was it used?

Secretary WICKARD. It was used by the Allies mostly in western Europe.

Mrs. DOUGLAS of California. And it saved a great amount of shipping.

Secretary WICKARD. Yes.

Mrs. DOUGLAS of California. Thank you.

Mr. JOHNSON. This organization would be in the nature of a clearing house for knowledge and for the dissemination of information with reference to all the problems connected with agriculture in all the countries of the world.

Secretary WICKARD. And forestry and fishing. I think it is essential that we do include fishing.

Mr. JOHNSON. That would come under the head of food.

Secretary WICKARD. And fishing is an international operation from the standpoint of the use of the oceans and fishing grounds.

Mr. JOHNSON. The next witness will be Mr. Marvin Jones, a former Member of this House for many years, and also chairman for many years of the Committee on Agriculture.

Mr. Jones, you may proceed.

STATEMENT OF HON. MARVIN JONES, WAR FOOD ADMINISTRATOR

Mr. JONES. Mr. Chairman and members of the committee, I am happy to have this privilege of appearing before this committee. I have had the privilege of serving with a number of the members of this committee.

Mrs. ROGERS. We have all missed you. You were very cooperative.

Mr. JONES. I have missed the associations that I have had here.

The Secretary has discussed in detail the matter here, and I will present in general terms our position in connection with this proposed organization.

I understand that Dr. Parran, who is one of the United States' delegates to the Food Conference, and members of the various farm organizations, as well as other interested parties will present the matter, and Mr. Tolley, who is the head of the interim commission, will present the details.

The United Nations Conference on Food and Agriculture was held at Hot Springs, Va., in May of 1943. It was that conference which laid the foundation for the proposed permanent Food and Agriculture Organization.

I am wholeheartedly in favor of the United States joining with other nations in carrying forward the friendly relationship and cementing the principles laid down at that conference.

The central purpose of the proposed organization is mutual helpfulness. The conference did not deal with the question of war relief, but with the building processes of the future. It declared in the preamble to its statement of policy that the primary responsibility lies with each nation for seeing that its own people have the food needed for life and health, and it also declared that steps to be taken to that end are for national determination. It pointed out, however, that if we work together we can all help each nation to help itself.

This is not a visionary dream that needs to disappear in thin air when measured against the cold facts of the world's resources and man's ability to use those resources. It is an achievable objective if the nations of the world can work together in peace as they have in war.

For the first time in all the history of the world, there are now available the means and technical skill to provide enough food to meet the nutritional needs of all people in all lands if they devote themselves and their energies to that purpose. But if that goal is to be reached, peace must prevail; a spirit of cooperation among nations must be shown in deed as well as in word; and there must be an organization for the exchange of information on food and agriculture and for the promotion of the economic and social betterment of each nation and, in turn, of all nations.

As I look back on the Hot Springs Conference, the first world peace conference of this war, I am still impressed with the fine spirit of cooperation and the earnestness of the delegates, assembled from all parts of the world, representing big nations and small nations alike. It was gratifying to me to see the way those delegates worked together. That some of them should have had differing viewpoints on some questions was only natural, but the fact that they were unanimous in their agreement on the important, basic principles is what really counts. They all recognized the need and the urgency for taking

positive steps toward alleviating the widespread suffering in the world that is traceable to lack of food and clothing.

In this time of war and destruction and starvation, there is something especially appealing and humanitarian about an organization that sets out to work for world conditions under which every man will know that he can earn enough food to eat and clothes to wear. The means to that end in this country, as well as in other nations, will be expanded production, full employment, and complete use of the products produced.

In the past, the paradox of surpluses in the midst of malnutrition and hunger—in our own country as well as in other areas of the world—have never actually been a surplus of food, when viewed in the light of human needs, but rather bad distribution and lack of purchasing power. The aim of the F. A. O. is to help iron the kinks out of that problem and thereby help remove the hunger pangs from the stomachs of mankind.

If the lessons of history mean anything to us we should know that there can be no lasting peace on earth and good will among men so long as large masses of people are ill fed and ill clad. A man, or nation of men, chronically starving cannot be reasonable in dealing with economic or social problems, or any other problems for that matter. Preoccupation with hunger is too consuming, sapping not only physical strength but also mental and emotional strength.

So the only way that we can assure peace and freedom in the world is to make men strong enough to be free.

Looking at the F. A. O. from our own standpoint here in the United States, there are a number of observations that I should like to make. For one thing, the farmers in this country traditionally have been big producers. And their record in this war is particularly outstanding. In each of the war years, including 1944, United States farmers have set a new, all-time production record. Plans for this year call for another huge output.

And when peace comes we, of course, want to see the American farmer have an opportunity to keep on producing abundantly. We want to see him get a fair return for what he grows.

With the indicated advance in farming skill and the new practices of soil conservation and water use, I don't think we need to worry about the United States farmer's ability to produce on a big scale in the years ahead. But the big question is, Will there be a good market for all of his output? The key to that problem will be the progress that is made in the field of distribution and the extent to which purchasing power is maintained or increased both in this country and abroad. And, of course, prerequisite to all of this is the maintenance of peace. The Food and Agriculture Organization offers real hope as a powerful peace force through the creation of better understanding among the United Nations.

This organization is not an administrative body; it is a clearing-house, so to speak, for ideas on better ways of doing things in agriculture. And perhaps most important of all, it sets up the machinery for friendly consultation in working out national and international rural problems.

One of the things emphasized by the conference and upon which the organization will place emphasis is conservation. Topsoil, created by Nature from earth, sunshine, rain, and decaying vegetable matter, takes generations to build. Its products are the only means of sustaining life. It can be destroyed in a day's flood. It can be destroyed in a few years of careless cultivation. It takes Nature a half century to replace a wasted soil. Its conservation is the hope of the world.

History shows that the character of nations goes up and down with their soil. The nutritional problem will be presented by Dr. Parran and others. You cannot have the nutrition unless you have the food production, and the character of the soil has much to do with production.

For instance, you can take two tracts of land—and this has been determined by an actual try-out in Missouri and other places—and you can take grass from a tract on one side of a branch where the soil is short in lime and you can take grass from the other side where they have a balanced condition in that respect, and the livestock will eat out of one end of the stack which will represent the grass where the soil was balanced. They have a natural inclination or a natural ability to determine what is balanced good, and they will leave the other stack and hunt other food.

If you put the good hay or alfalfa in the middle of the stack

If you put the good hay or alfalfa in the middle of the stack they will eat out of the middle and leave both ends standing.

Mr. JOHNSON. Human beings do not have that instinct.

Mr. JONES. They do not have that instinct.

The men who have studied the problem can furnish information, and I know that Dr. Albright, who has spent 30 years on the question of nutrition in connection with the University of Missouri, would be an excellent witness for this committee to hear, because he has gone all over the country. He has spent a lifetime in the study of these matters and he has said that you can take a crop that is produced on a certain type of soil and it will be good in its nutritional value for human beings. On another type of soil it will not be good. It may even be harmful. He used an illustration in talking to our group. He said that you can take spinach grown on balanced soil and it would have great value as a human food, but that there are certain types of soil that might produce spinach that would be harmful if consumed.

All of the new wealth comes out of the ground in the crops that are grown or the livestock that is fed from the crops on the ground. We take those products and make them into more valuable forms. That is basic. It is very valuable for the Nation to know that.

The Tiber and Euphrates Valleys were very productive when they had good soil. They ceased to be good countries when their soil wasted away.

I talked to Secretary Engelbright of the British Empire, who has spent some 30 years doing nothing but looking after these matters, and he said that in the countries where they had permitted their soil to be wasted the character of the people went down.

I emphasize that because I think that behind the question of nutrition lies this other problem of the use of soil and water, the building up of the soil, and the maintenance of the topsoil.

Within a few inches of the topsoil lies the essential of all life in every form.

The F. A. O. will depend entirely on other organizations and the people of the various nations for the carrying out of its suggested programs. But it will make available information by which any people willing to do so may grow strong.

After studying the purposes and aims of the F. A. O., as set forth in its constitution, it seems to me that we could readily agree that they merit our support. I don't see personally how the people of this Nation can afford to forfeit this opportunity to join hands with the people of the other lands in this great cause. This organization—an avowed purpose of which is to promote improvements in the efficiency of production and distribution of food and agricultural products—seems to me to be worthy of our membership.

I think it would be fine if F. A. O. could become the first functional organization for world security and betterment to go into operation in this war period. The groundwork has been laid through the Hot Springs Conference and through the fine work of the Interim Commission.

To date 19 of the United Nations have become members of the Food and Agriculture Organization. The membership of one more nation is required in order for the organization to become operative.

It is my personal belief that the United States would not only strengthen its own position but would be taking a definite step toward world security and betterment by becoming a member of the Food and Agriculture Organization.

Mr. JOHNSON. That is a very fine statement. Your knowledge of the genesis of this plan makes us particularly interested in your estimate of the value of such an organization.

I wonder if you can remember when you were in the House that those of us from agricultural districts were confronted with this question—not of production and marketing but of prices received. What can we tell our constituents that this Organization might do to them? Can you think of any message of good will that we can carry to them?

Mr. JONES. I think every one will recognize in the very beginning that these intermittent wars we have seen practically destroy people and keep them from being fully clothed and fully fed and having all the worth-while things they need. Also, the wars destroy markets and purchasing power.

We found that we had differences of opinion on various committees of the conference. The members would start in arguing and discussing a wide range of topics. One would make a statement about his country and another would take issue. Pretty soon they would find that they were faced with a good many common problems. The problems would not be confined to any one nation. One nation might have developed along certain lines far ahead of some other nation. They learned a good deal from each other in the way of information and in realizing that they were just looking at their own problem alone. They learned that they were lacking in a spirit of cooperation. When they would sit down and see that the other fellow had some problems and some advantages, they could exchange information to the mutual advantage of everyone.

As a basis for world cooperation and as a basis for keeping the world at peace and thus having expanded markets through a longer period of peaceful operation, it seems to me this organization offers a great hope.

I think one of the chief problems of the farmers of this country has been a market for their production. I think this organization offers the hope of a wider market. After all, other countries must have some building processes in order to be able to purchase what they may want from us.

I think this getting an understanding of each other and getting a dissemination of information is a matter of tremendous importance. I have never thought that it was necessary to draw the curtain on information. I think the whole world would be better off if we did not. I think that is one of the reasons that the Axis Powers have been able to keep on fighting—they have nailed up all the windows and have not let any information get to their people. I feel that an organization of this kind will be helpful in that respect.

Mrs. ROGERS. Mr. Jones, why did you not implement and enlarge the activities of the Agricultural Institute at Rome instead of forming a new organization? That has been a going concern for a great many years.

Mr. JONES. To answer that question would take a long discussion. As a matter of fact, that was sponsored in a little different fashion. It did good work for a while but was taken over in many respects. I would rather that some representative of the State Department and others who are more familiar with the details of that explain that situation. It has not been functioning in recent years, as you know.

The permanent seat was Rome. When that country changed its form of government that organization's activities were pretty well stifled.

This organization is on a much broader scale and apparently there are a great many more nations interested in it. While it is purely in the field of disseminating information and making recommendations, at the same time it covers a broader field.

Mrs. ROGERS. That could be increased?

Mr. JONES. Yes. It is possible that organization could be absorbed and some of it taken over. I would rather that those gentlemen who have studied that problem would answer, because I may, in endeavoring to answer something on which I am not fully informed, cross their field.

Mrs. ROGERS. A great many people have asked me the question. I have been interested in that.

Mr. JONES. As soon as the information is gotten into shape in which it would be wise to put that out the whole thing can be handled.

Mrs. ROGERS. Yes.

Mr. JONES. There are several working on that who can furnish you the reason why it is not thought wise to do it now.

Mr. JOHNSON. Are there any questions?

Assistant Secretary Dean Acheson is anxious to testify before we adjourn.

Mr. CHIPPERFIELD. I was glad to have you say that is being brought to light.

Mr. JONES. Yes.

Mr. CHIPERFIELD. I was wondering why in the world there was any reason for secrecy in this matter in the beginning. For a public matter of this kind I could not see any reason for secrecy.

Mr. JONES. That is a good long story, too. As a matter of fact conditions were pretty well laid down for the Conference. And in that regard, it was thought that as a number of these nations were overrun—some of them were overrun at that time, and some of them were pretty close to being overrun—they did not want to make public information that might be useful to the enemy.

It was never thought there would be concealment of anything, but a representative of one of them came to us and said, "Well, we do not like to lay the detailed facts on the table for public information at this time."

There was no thought of secrecy about them, except as the information might affect the war situation and that was the basic reason at the start. But it was stated at all times that any conclusions following the discussions would be immediately made public from the date the decisions were reached or from the time the conclusion was drawn, and the data as well as the facts would be disclosed when the situation was such it was deemed wise. And it was thought consideration would be more frank under a procedure such as you have in executive meetings of committees.

All the sessions of the General Conference were open. There were 15 committees and those were executive; their procedure being much as your executive hearings in your own committee where you can probably consider certain things and talk them over a little more freely. But there was never any thought of concealing the purpose and there was never any particular reason for it.

I would be happy to have a chance to explain the whole thing. I went before the Committee on Agriculture soon after I came back, and at their request discussed the whole work of the Conference, but it is a good long story and would take quite a while to do that.

Mr. JOHNSON. Are there any further questions If no, we thank you, Mr. Jones.

Mr. JONES. Thank you.

STATEMENT OF HON. EDWARD R. STETTINIUS, THE SECRETARY OF STATE

Mr. JOHNSON. Mr. Acheson, Assistant Secretary of State, will be heard next.

Mr. ACHESON. Mr. Chairman, and members of the committee, I have a statement which I shall read on behalf of the Secretary of State. Copies of his statement are on the way and will be available in a few minutes.

This is the statement of the Honorable Edward R. Stettinius, Jr., Secretary of State, and is as follows:

"I regret very much that because I am meeting this week in almost continuous session with the other members of the United States delegation to the San Francisco Conference it is not possible for me to come before you in person to make this statement in behalf of United States participation in the Food and Agriculture Organization of the United Nations.

"The responsibilities which it is proposed that the Food and Agricultural Organization shall undertake are intimately bound up with the success of the world organization which we hope to establish as a result of our labors at San Francisco.

"Most of the discussion of the world organization has centered upon its power to prevent or to suppress aggression. That is, however, only half of the task that the world organization must accomplish if it is to be successful.

"Hunger, poverty, disease, and ignorance are conditions that give aggressors their chance. We shall not be able to achieve a lasting peace unless the nations of the world collaborate successfully to reduce and eventually remove the economic and social causes of war. We know also that without this collaboration it will be impossible to achieve and maintain an expanding economy and higher standards of living for the American people after the war. We cannot have prosperity in the United States if large areas of the rest of the world are sunk in depression.

"The proposed Food and Agriculture Organization will provide the means for the close collaboration that is necessary in a vitally important area of economic action. Its purpose is to assist the United States and other United Nations to achieve improved standards of nutrition, higher and more stable levels of farm income and more efficient production and distribution of all food and agricultural products.

"The proposed Food and Agriculture Organization is a direct outgrowth of the initiative originally taken in this field by the United States Government. In May 1943 a United Nations conference on food and agriculture met at Hot Springs, Va., on the invitation of this Government. This was the first United Nations conference. It resulted in the establishment of a United Nations Interim Commission on Food and Agriculture to carry forward the work of the conference and to recommend to the member governments a plan for a permanent organization.

"The Interim Commission drew up a report and a constitution for the proposed permanent organization which were submitted to the United Nations' governments for their consideration last August. The bill which you have before you provides for acceptance of this constitution and for participation by the United States in the work of the organization.

"Eighteen nations, including Great Britain, China, the Netherlands, Mexico, and 14 others, have already accepted the constitution. The Food and Agriculture Organization, under its constitution, will become an established fact after 20 nations have accepted membership. It is therefore to be expected that the organization will be able to start functioning in the very near future.

"This will not be too soon, for we know that many serious problems in nutrition, food, and agriculture will be pressing for solution in the years immediately following the war, and that preparations to deal with them effectively can be undertaken only through the organized international cooperation which this organization will make possible.

"It should be emphasized that under the proposed constitution the Food and Agriculture Organization will have no powers of compulsion. It will have powers of advice and recommendation only. Nor will the organization have any functions concerned with relief. It can, how-

ever, have a decisive influence toward meeting successfully many problems of transition from wartime to peacetime agricultural production and consumption and toward developing long-range policies and programs of both a national and an international character which will raise levels of nutrition and of real income for agricultural producers.

"Under the Dumbarton Oaks proposals, which will be the basis for the charter of the world organization that the United Nations will undertake to write at San Francisco, the Food and Agriculture Organization would come within the framework of the world organization. Its relationship to the Economic and Social Council and to the General Assembly of the world organization would be similar to that of the International Labor Office, the International Monetary Fund, the International Bank for Reconstruction and Development, and other specialized agencies in the social and economic field. The functions of all these agencies are intimately interrelated with each other and with the over-all objectives of security from both depression and war.

"I look with high hope upon the results which can be achieved by the Food and Agriculture Organization, provided that the United States and the other United Nations establish it promptly and give it their full support. Great advances have been made in recent years in the science of nutrition and in methods of agricultural production and conservation, which make it possible today, for the first time in history, to produce enough of the right kinds of food for everybody. We have yet to learn, however, how to apply this new knowledge so that the fear of hunger and famine can ultimately be banished from the earth.

"I regard it as essential to the future security and well-being of the United States, as well as of the rest of the world, that we make a beginning toward this objective through the Food and Agriculture Organization. We shall not be able to attain the high levels of employment in this country which will assure to every American child the good food he needs and to every American farmer the decent living conditions which he should have if other peoples in the world are so hungry and impoverished that they cannot trade with us on a mutually profitable basis. Nor can we prevent the rise of some future dictator whose aggressions would plunge the United States and the rest of the world into another and disastrous war unless real progress is made in the next decade toward advancing the food and agricultural standards of all peoples."

Mr. JOHNSON. In connection with the acceptances, I have noticed the Secretary says there have been 18. Secretary Wickard this morning said there had been 19.

Mr. ACHESON. I believe when this statement was prepared that was correct. Since it was written we have had informal notification by the provisional government for France that it proposes to accept.

Mr. JOHNSON. That would make the 19?

Mr. ACHESON. Yes. At the time this was written we had not received that formal statement.

Mr. JOHNSON. Are there any questions concerning the Secretary's statement?

Mr. ACHESON. I have a statement here of my own which I shall read.

Mr. JOHNSON. That was the Secretary's statement you just presented?

Mr. ACHESON. Yes.

STATEMENT OF HON. DEAN ACHESON, ASSISTANT SECRETARY OF STATE

Mr. JOHNSON. You will now present your own statement.

Mr. ACHESON. This is my statement which explains the constitution. I shall ask to put that in the record, and then if I may I will briefly summarize the constitution.

The Secretary's statement which I have just read covers the place of the F. A. O. in our total foreign policy and its importance as a means of achieving international cooperation for the maintenance of an expanding world economy in one of the most important segments of that economy. I should like to talk in somewhat greater detail about the structure and functions of the organization itself.

HOW THE ORGANIZATION WOULD CARRY ON ITS WORK

At the outset I think we should all be clear that what is proposed here is an organization for pooling the best knowledge and experience of all countries in the fields of nutrition, agricultural production, and marketing, and in the efficient utilization of the land, forest, and fishery resources of the world. It will also afford an international forum for problems of mutual interest in these fields and for discussion of questions of public policy which affect the interests of the producers and consumers of agricultural products and of their government.

In order to avoid constant repetition, I should like also to remind you at the outset that by the terms of the constitution of the organization, it will deal with problems relating not only to agriculture but also to forestry and to fisheries, and that wherever applicable the term agriculture applies to these two other industries as well.

In addition to affording a forum for discussion of problems of practice and policy, the organization, through its permanent staff, will also be continually engaged in the collection and dissemination of statistical and technical information in order that knowledge and discovery wherever made may be available to enliven the economy of all parts of the world.

The organization is strictly a fact-finding research and advisory institution; it has no powers or authority over the member governments; it does not take action to put into effect by itself any recommendations that it may make or any of the scientific knowledge and techniques which it may disseminate. Those remain matters for individual governments and their citizens.

In some respects, therefore, this is a less spectacular type of organization than an agency in which governments lodge various powers of action. It performs its functions by the quieter but nonetheless effective process of adding to man's knowledge and to the wider dissemination of it and by the process of exchanging views about the application of that knowledge. These are the processes which have formed the foundation of all improvement in the material welfare of mankind.

As expressed in the preamble of the constitution, the purposes to which these activities are all directed are the promotion of the member nations of—

the common welfare by furthering separate and collective action on their part for the purposes of raising levels of nutrition and standards of living of the peoples under their respective jurisdictions, securing improvements in the efficiency of the production and distribution of all food and agricultural products, bettering the condition of rural populations, and thus contributing toward an expanding world economy.

SPECIFIC FUNCTIONS OF FOOD AND AGRICULTURE ORGANIZATION

Article I of the constitution then proceeds to define more precisely the functions which are to be performed by the organization in the furtherance of these broad purposes. These include first the collection, analysis, interpretation, and dissemination of information relating to nutrition, food, and agriculture. The second major function of the organization is the promotion, and in appropriate cases, recommendation of national and international action with respect to all types of research relating to food and agriculture; the improvement of education and administration, and the spread of public knowledge in these fields; the conservation of natural resources and the adoption of improved methods of agricultural production; improvement of processing, marketing, and distribution of agricultural products; the adoption of policies for the provision of adequate agricultural credit, both national and international; and the adoption of international policies with respect to agricultural commodity arrangements. In all the fields in this second category of functions, it will be observed that the F. A. O. is not itself the active agent for carrying its knowledge or recommendations into effect; its function is rather the promotion of knowledge and of desirable public policy in these fields, leaving individual countries free to determine to what extent and by what methods they give effect to the recommendations of the organization.

The third main function of the organization is to assist in making technical assistance available to governments which desire it, in part by providing, in cooperation with governments concerned, such missions as may be needed to assist them in realizing the purposes of the organization.

The raw materials for the work of the organization will be in large part the reports and information periodically made available by the member governments and such special reports as may be requested on the progress made toward achieving the purposes of the organization as set forth in the preamble. These reports and statistics will serve a dual function: They will enable the organization to serve as a research and statistical clearing house which member nations can use to help them achieve better levels of living for themselves and in addition they will serve as a perpetual international reminder that facts and statistics and advice must find ultimate expression in human betterment. This two-way flow of information between members and the organization will thus serve both to deepen and broaden the bases of knowledge and will cause each nation to examine its own experience and to determine how well it has applied the best knowledge and techniques available to it.

STRUCTURE OF THE ORGANIZATION

In keeping with its character, the structure of the organization is straightforward and simple. It consists of a representative confer-

ence, an executive committee, a director general, and a permanent staff. The purely fact-finding advisory and recommendatory nature of the organization is reflected in its structure. Each nation, large or small, has one vote. At the outset, the 44 countries which were represented at the Hot Springs Conference and which have worked together in the Interim Commission on Food and Agriculture, are entitled to membership simply upon acceptance of the constitution. Provision is made for the admission of other countries with the concurrence of two-thirds of all members of the organization.

The deliberative and representative work of the organization is to be carried on in a conference which will meet at least annually, at which each member will have one representative who may be assisted by alternates, associates, and advisers.

A small executive committee of not less than 9 nor more than 15 members is provided to carry on such work of the conference as may be delegated to it, with the exception of certain powers, such as the powers of amendment of the constitution, of determining relationships to the general international organization, admission of new members, et cetera, which are specifically reserved to the conference itself.

The day to day work of the organization is to be carried on by a permanent staff under the supervision of a director general, who will be the principal executive officer of the organization.

RELATIONSHIP WITH OTHER ORGANIZATIONS

We do not expect the F. A. O. to work in a vacuum. The Organization will work closely with the member governments. In addition, the purposes of the Organization in its particular fields are identical with the broad economic objectives of the general organization to be perfected at San Francisco, and the objectives of the other specialized economic and social organizations. In the Constitution, provision has been made for close cooperation between the F. A. O. and other specialized organizations with related responsibilities. Provision is also made for the Organization to constitute, without losing its autonomy, a part of the general international organization, under arrangements to be worked out between the two organizations. In particular, we envisage that this means that through the projected Economic and Social Council of the United Nations Organization, the work of the F. A. O. will be brought into coordination with the work of the Economic and Social Council and of the United Nations Organization, generally, and that the work of all the specialized organizations, of which F. A. O. is one, will be kept in harmonious relationship.

One very special relationship remains to be worked out. This relates to the International Institute of Agriculture at Rome. That institute, which has in recent years been an Axis captive, has always had a more limited scope than is projected for the F. A. O. It obviously would be undesirable to maintain two organizations in the same field which would inevitably tend to be competitive with each other. In the view of this Government, prompt steps should be taken, as soon as F. A. O. is established, to absorb the functions and the physical resources of the International Institute into the F. A. O., and we have been giving careful consideration to procedures by which this might be brought about. Clearly, however, these steps cannot be taken until there is an organization to absorb the International Institute. As soon as the pos-

sibility of absorption exists, it would be the intent of this Government to consult with other members of the Rome Institute with a view to bringing about a prompt amalgamation.

OBLIGATIONS OF MEMBERS

Finally, I should like to enumerate the requirements of membership in F. A. O. They are few and simple:

1. The requirement to make periodic reports on the experience and activities of this country in the fields of food and agriculture such as are customary with respect to any international organization of which we are a member. This would entail as a matter, of course, making available to the Organization the great volume of statistical material which we normally produce for publication in this country as well as occasional special studies desired by the F. A. O.

2. The requirement, subject to the requirements of our constitutional procedure, to contribute a proportionate share of the budget of the Organization. For the first year, provision is made for a total budget of 2½ million dollars, of which the United States share is 25 percent, or \$625,000. It is envisaged that in the longer run the annual budget may reach approximately \$5,000,000, and in recognition of this fact H. J. Res. 145 would authorize the appropriation of such sums, not to exceed \$1,250,000 annually, as may be required for expenditure under the direction of the Secretary of State for the contribution of this Government to the expenses of the Organization.

3. The requirement to accord to the Organization and its staff such diplomatic privileges as may be possible under our constitutional procedures. These are matters which this Government will need to consider in connection with other international organizations as well as the F. A. O. and the Congress will undoubtedly want to consider the subject as a whole rather than take it up with particular reference to any one organization.

4. Finally, the requirement to respect the international character of the staff of the Organization, and not to attempt to influence any United States nationals who might be selected for that staff.

These duties of membership merely reflect the principles which have long motivated this Government in its relations with other governments—namely, the sharing with them of our experience and technical assistance in broadening and strengthening the basis of their economies in the fields of agriculture and nutrition. What is new and distinctive about the proposed Organization is that for the first time it would draw together into one organization consideration of both production and consumption aspects of agricultural, forest, and fishery products; it would relate reciprocally the welfare of the people who produce these products and of the people who consume them and thus contribute to the stable and expanding prosperity of two-thirds of the world's producers and to the better nutrition of all the world's consumers.

Mr. JOHNSON. You want to epitomize what is contained in your statement?

Mr. ACHESON. I think I can do that very briefly.

In the first place I would like to stress broadly before talking of the particular articles of the constitution that this Organization—

Mr. JOHNSON. The constitution that you refer to will be found in the pamphlet that is before the committee.

Mr. ACHESON. Yes. This organization, in the minds of those who have worked upon it in the State Department, has two very basic relations to what is going on at San Francisco and what will have to go on after San Francisco.

Almost since the beginning of the world the question of food, of having enough food for people to eat, has been the basic disturbing element to the peoples of the world. Until recently it was thought that that must always be true. Mr. Malthus, you remember, put his philosophy over very strongly and when he died 111 years ago that was the accepted view of all thoughtful people and it has been the view of many thoughtful people since.

At the time he wrote, the facts were that between 7 and 9 out of every 10 people were engaged in producing food and the agricultural fibers for making clothes. That is, at some places nine-tenths and at others seven-tenths of the whole population were engaged in getting enough food to eat and enough clothes to wear to keep alive.

Now, Malthus, looking at that and looking at the rate of increase in population, pointed out that the world must always be in a state of poverty; at some places the population would increase where there was improvement in the production of food, but that the only relief would come by reason of an increase in the death rate or an increase in losses from wars. That seemed to be uncontested at the time he wrote.

I think it would be a bold person who said that the whole theory is now false. But we certainly know that a part of it is, and that because in recent years we have learned that instead of nine-tenths of the population being used to produce food we can produce food now with one-fifth of the population, and, as progress goes on, with even a smaller part of the population if that should be necessary.

That does not, of course, destroy Malthus' theory. It does not mean that if you produce more food you will not produce more people also, and will not have trouble from that angle, but it does mean that we have a breathing spell from this terrible pressure on people on the means of sustenance; we have a breathing spell as we today possibly have the best knowledge of the world, and information that those people did not have, in the matter of agricultural production and improvement that is still going on year after year against practices of production followed by people in certain parts of the world who are doing the same thing in exactly the same way and in exactly the small and inadequate quantity they were producing a thousand years ago. It is also true that a very large part of the effort that goes into this terrible struggle to keep alive is a misdirected effort. In many parts of the world people produce the basic foods and after producing them remove from those foods the very elements which are essential to their own nutritional requirements. In one of the most dreadfully deprived and one of the most populous parts of the world people with untiring effort, working with sticks in mud to produce something to eat, will then take out of the food the very things which they need.

It is to relieve that sort of an effort, to relieve that sort of pressure, that this Organization is designed. And if it is successful, as it is hoped it will be, it will give us a breathing spell, and one of the purposes of the Organization is to extend that relief to the peoples of the world. That is one of the great purposes.

The other thought is that although there are less people today than there were 100 years ago producing food, in agricultural production, it is still the greatest single industry in the world, and therefore it is essential that the condition of the people working in that greatest single industry should be improved far beyond what it has ever been before, and one of the purposes of this Organization is to do that.

Now, with that brief outline, may we turn for a moment to the constitution? The constitution is the first document found in the joint resolution which is printed in this pamphlet you have before you, entitled "Food and Agriculture Organization of the United Nations."

Mr. JOHNSON. That appears on page 2?

Mr. ACHESON. On page 2.

Before going into the details of the Organization, I should like to point out that there are two articles which give you the heart of the whole matter, and those articles are 1 and 11. Those two articles tell you what this Organization does and the rest of the articles tell you how it does it.

Article 1 states the functions of the Organization and the article is divided into three principal functions that spell out in detail, under each head, what is accomplished.

The first one is to collect, to analyze, and to distribute information. That is a sort of information, extension work. The collection of the newest and best information in regard to agricultural production, agricultural marketing, and conservation in the agricultural field; information will be collected from all over the world and brought together and analyzed, translated into a thousand languages and dialects, and made available to people working on the land everywhere.

The second function is a recommending function, and under this one the Organization shall consider problems, pressing problems in the different fields, and work out proposals or recommendations that will be laid before the various nations of the world for their acceptance or action. That states that the Organization—

shall promote and, where appropriate, shall recommend national and international action with respect to scientific, technological, social, and economic research relating to nutrition, food, and agriculture;

The improvement of education and administration relating to nutrition, food, and agriculture, and the spread of public knowledge of nutritional and agricultural science and practice.

The conservation of natural resources; the improvement of the processing, marketing, and distribution of food and agricultural products; the adoption of policies for the provision of adequate agricultural credit, national and international; and the adoption of international policies in respect to Agricultural commodity arrangements. Those are the fields in which lie the greatest problems which require international cooperation. And this Organization is to meet at a place and be furnished with a staff where proposals may be worked out in all those fields and laid before the countries for action.

And, finally, the third function of the Organization is to furnish technical assistance as governments may request; to organize, in co-operation with governments concerned, such missions as may be needed to assist them to fulfill the obligations arising from their acceptance of the recommendations of this Organization.

That lays on the organization a very important duty indeed, because you can send to people all sorts of information; you can make all sorts of proposals but, unless someone is available to show people

how to do it, little may be accomplished. One demonstration is worth a thousand pamphlets. We have all had experience of bulletins coming to us telling us how to put things together, and you try to do it, by looking at figure 9, but you could not work it out. Yet if someone came along and showed you how it could be done it can be worked out very simply indeed. That is the function of this branch.

Now how it is to be done? That is discussed in article 11.

Mr. JOHNSON. On page 5 of the pamphlet?

Mr. ACHESON. Beginning on page 5. That article provides for the reporting of information which all members turn into the Organization. That is the gasoline to keep the Organization going. The Organization itself takes the information concerning the improvements that have been worked out and, through its staff, analyzes them and makes the information available to the other nations and other people.

Those two paragraphs, those two articles, are the heart of the organization; first, as regards the original 44 nations who went to the Conference. Other nations may be admitted on a two-thirds majority vote of the first 44.

One of the structures of the Organization is that each one of the nations appoints a member of the Conference. The Conference is the broad body of the Organization that meets once a year, and the Conference has certain functions which only it may perform. Other functions it may delegate to an executive committee which is also provided for. And the executive committee has a very interesting requirement in the charter.

Mr. JOHNSON. Before you leave the other subject matter, how many representatives from each country?

Mr. ACHESON. There will be one representative from each country and each country has one vote. Of course a country may have any number of experts or alternates or assistants for its delegate, but there is only one delegate.

Mr. JOHNSON. Only one delegate.

Mr. ACHESON. For each country, yes. Then the Conference appoints an executive committee and the executive committee is to consist of not less than 9 nor more than 14 members, or alternates, at the Conference, and it is provided that the executive committee shall act as representing the whole Conference and shall not act as members representing any particular country. The idea of that is to have as much work as possible done by the smaller body which will not be regarded as a little inner circle where a few nations are trying to run things. But it is to represent the view of the Conference and anything it does it will be for the whole Conference and not for any one particular country.

The Director General has charge of the staff and the administrative work. There is provision for a staff which shall be international in character and will consist of all the experts and technicians which the organization needs. It may have regional offices or it may have offices in various countries which are solely for the purpose of working with the various governments.

Mr. JOHNSON. But there shall be a head office.

Mr. KEE. Will you pardon a question with reference to what you said a few moments ago concerning the headquarters' location. I

notice a determination of the set-up of the organization is made by the Conference.

Mr. ACHESON. Yes. The Conference shall determine where the headquarters of the organization shall be, but there is a provision that pending the time of that determination it shall be in Washington. Article 24, on page 8, states that the temporary seat of the organization shall be in Washington unless the Conference should otherwise determine. But the Conference has the right to place it anywhere, but until it does, it will be temporarily at Washington, and perhaps permanently there.

The Food and Agricultural Organization is directed to work with other international organizations—the International Labor Organization, the Organization of Banks, and any other organizations which may exist, and then there is a provision in article 13 which states:

The organization shall, in accordance with the procedure provided for in the following paragraph, constitute a part of any general international organization to which may be entrusted the coordination of the activities of international organizations with specialized responsibilities.

And it is provided that the Food and Agriculture Organization shall become a part of whatever may be set up under Dumbarton Oaks. And I think you have all seen the outline charts in the Dumbarton Oaks pamphlet, put out by the State Department, which indicates that this organization will operate through the Social and Economic Council and through the commissions which are set up under that Council.

This next article provides for the arrangement under which the Food and Agriculture Organization will be set up in the new organization and under what arrangements it will be incorporated.

There is also a provision that nothing that may be worked out there shall involve a modification of the provisions of this constitution. That is for the purpose of insuring the Congress, if it approves this organization, it will not be altered by any connection which is worked out with the world organization so it becomes a different sort of an animal to what it is now. No change in this shall create any new obligation on the United States under anything that may be worked out without the approval of a joint resolution passed by the Congress.

There is also a provision that the Director General shall submit to the Conference an annual budget covering the anticipated expenses of the organization, and upon the approval of the budget the total amount shall be allotted among the member nations in proportions determined from time to time by the Conference, and each nation undertakes, subject to requirements of the constitutional procedure, to contribute to the organization promptly its share of expenses so determined.

Mr. JOHNSON. There is a tentative basis determined upon?

Mr. ACHESON. That appears on page 10.

Mr. CHIPERFIELD. May I ask a question there?

Mr. JOHNSON. Yes, Mr. Chiperfield.

Mr. CHIPERFIELD. Mr. Secretary, it seems to me there has already been a change in the Constitution with respect to the provision in the budget providing for the first financial year of \$2,500,000. Our share was 25 percent, in this bill, and here we are asked to authorize \$1,250,000, or 50 percent—not to exceed \$1,250,000 annually.

Mr. ACHESON. The first year is \$625,000.

Mr. CHIPERFIELD. Where do you see that?

Mr. JOHNSON. \$1,250,000 is the maximum that could be appropriated, is it not?

Mr. ACHESON. Yes.

Mr. JOHNSON. I understood from the Secretary that the first year we would provide \$625,000, and subsequently it may be as much as \$1,250,000.

Mr. CHIPERFIELD. Of course, I realize all of these countries have not come into the organization and that would make a difference, and I was thinking that our share would increase and the other countries would increase proportionately.

Mr. ACHESON. I was looking for where it appears our contribution under this provisional budget shall be \$625,000.

Mr. JOHNSON. That is what I understood Secretary Wickard to say.

Mr. CHIPERFIELD. Then why have the \$1,250,000?

Mr. ACHESON. That is permanent legislation, Mr. Chiperfield, and that provides it shall not exceed that amount.

Mr. JOHNSON. That is the ceiling?

Mr. ACHESON. That is the ceiling.

I have now gotten my mind straight concerning Mr. Chiperfield's question. The provisional budget for the first financial year shall be the sum of \$2,500,000.

Mr. JOHNSON. That is the entire budget for the first year?

Mr. ACHESON. Yes; that appears on page 9. And on page 10 is indicated the sums that shall be contributed by the member nations and shows that the proportion of the United States of America is 25 percent.

Mr. CHIPERFIELD. Yes.

Mr. ACHESON. That means \$625,000.

Mr. CHIPERFIELD. Then why should we put in the \$1,250,000 annually in this legislation?

Mr. ACHESON. Because you are enacting permanent authorizing legislation and putting in what the ceiling shall be until the Congress authorizes an increase above \$1,250,000. But for the first financial year it shall be \$625,000.

Mr. JOHNSON. Is there anything further you wish to add, Mr. Secretary?

Mr. ACHESON. The only other provision to which I ought to direct attention is the withdrawal provision found at the bottom of page 7, which says:

Any member nation may give notice of withdrawal from the organization at any time after the expiration of 4 years from the date of its acceptance of this constitution. Such notice shall take effect 1 year after the date of its communication to the Director General of the organization subject to the member nation having at that time paid its annual contribution.

So that gives us 4 years to try this thing out to see whether it is what we all hope it will be. After that we have 1 year's notice for withdrawal.

The amendment to the constitution is dealt with in article 20 which provides:

Amendments to this constitution involving new obligations for member nations shall require the approval of the Conference, by a vote concurred in by a two-thirds majority of all the members of the Conference and shall take effect on acceptance by two-thirds of the member nations for each member nation accepting the amendment and thereafter for each remaining member nation on acceptance by it.

Now what that means is that the Conference, by a two-thirds majority, recommends to the countries any amendment which may involve new obligations. If two-thirds of the nations accept that, then as to the two-thirds the amendment is in effect. But it does not affect any nonassenting member until that member agrees to it, and the joint resolution says that no such amendment may be approved on the part of the United States without the approval of Congress. So that no new obligations under this document affecting the United States may be entered into without the approval of Congress.

I think that is all I need to say, Mr. Chairman.

Mr. JOHNSON. That is a very clear and concise statement. Are there any questions?

Mr. WADSWORTH. Mr. Secretary, if this point has been covered before my arrival in the committee room, will you please just remind me and I will not press it?

What is to become of the International Institute at Rome?

Mr. ACHESON. The Rome Institute?

Mr. WADSWORTH. Yes, in the event that this organization is completed and goes into operation.

Mr. ACHESON. That question was asked and it was stated that I would say something about it.

Mr. JOHNSON. This is a good time to do it.

Mr. ACHESON. Yes; this is a good opportunity for me to discuss it.

What will undoubtedly happen to the Rome Institute will be that it will be absorbed into this new organization. The Rome Institute was a pioneer in this field; it dealt solely with agriculture and did not deal with the aspect of foods and nutrition. The Rome Institute has its office, as you know, in Rome. During the war it became entirely a captive of the Axis. It has practically no set-up at the present time; it has a small staff, a few people, and it has a library. That is about the only asset it has.

Under the document which sets that up there is a great deal of confusion as to how a change in it can be carried out. It requires the approval of a certain number of nations who were members of the Rome Institute. A very considerable number of those nations are now our enemies, and obviously they cannot be dealt with in that field.

It seemed impossible to take the Rome Institute as a basis of going forward with this matter and therefore this broader approach was taken.

When the situation is cleared up, either when some of the problems can be worked out, or after the collapse of enemies, their right title and interest can be washed out of the organization, then it will be a simple thing to incorporate it into this organization.

Mr. WADSWORTH. Does that institute of Rome rest upon a series of treaties and conventions?

Mr. ACHESON. Yes, it does, and that is one of the problems, because you cannot treat with the people who are parties to the treaties.

Mr. WADSWORTH. My recollection is that the treaty goes back to about 1905, or thereabouts.

Mr. ACHESON. I think so.

Mr. WADSWORTH. And theoretically they are still in effect.

Mr. ACHESON. They are still in force, and the thing to do, I think, is to let things rock along until we can amend those treaties.

Mr. WADSWORTH. Is there any provision in those original treaties for their abrogation?

Mr. ACHESON. There is something said about an amendment, but there is no provision for termination, therefore it will have to be done by dealing with the matter.

Mr. KEE. Will you pardon me just a moment?

Mr. WADSWORTH. Yes.

Mr. KEE. It seems to me that there was a provision somewhere permitting nations to withdraw their support from that organization.

Mr. WADSWORTH. I have not read those treaties but I am just groping for an orderly procedure.

Mr. ACHESON. I think the orderly procedure, Mr. Wadsworth, is to let that situation stay where it is; set up this organization until the time comes where all of the nations that were parties to the Rome institute, or a sufficient number of them, can by treaty wind that up and then handle the problem. But of course, during the war, we have had no relations with many of these nations.

Mr. WADSWORTH. I understand. What property does the institute possess?

Mr. ACHESON. It only has a library, and the building that houses the library. The buildings belong to the Italian Government.

Mr. WADSWORTH. It is largely statistical work that they do, is it not?

Mr. ACHESON. Yes, sir; that is what it is.

Mr. WADSWORTH. I know they published voluminous statistics gathered from all over the world and made them available to the subscribing governments. How much use was made of them, I am not prepared to say. Evidently, they will have to be sequestered for a while.

Mr. ACHESON. Yes.

Mr. WADSWORTH. That is, the library and any other property rights that that organization has, until this organization gets going?

Mr. ACHESON. Yes.

Mr. WADSWORTH. And the nations decide what is to happen to these old treaties?

Mr. ACHESON. I think that is now being done by arrangements between the Allied Control Commission and the Italian Government. It is being preserved, so nothing will happen to the library.

Mr. JOHNSON. Mr. William L. Clayton, Assistant Secretary, advised the chairman that he could not be here today. His letter and statement will appear in the record at this point.

(Statement and letter referred to follow:)

APRIL 11, 1945.

Hon. SOL BLOOM,
Chairman, Committee on Foreign Affairs,
House of Representatives.

MY DEAR MR. BLOOM: I appreciate your invitation of April 9 to appear at the hearings of your committee on House Joint Resolution 145, providing for the membership of the United States in the Food and Agriculture Organization of the United Nations. I very much regret that prior commitments make it impossible for me to appear in person. However, I have prepared a statement setting forth the reasons why I feel strongly that the United States should become a member of the organization, and I should like to file the statement, which is enclosed, for the consideration of your committee.

Sincerely yours,

WILLIAM L. CLAYTON,
Assistant Secretary.

STATEMENT OF HON. WILLIAM L. CLAYTON, ASSISTANT SECRETARY OF STATE, BEFORE THE COMMITTEE ON FOREIGN AFFAIRS OF THE HOUSE OF REPRESENTATIVES ON THE FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS APRIL 12, 1945

It was my good fortune to be a delegate to the United Nations Conference on Food and Agriculture at Hot Springs. It did not take that Conference to stimulate my interest in agriculture, but the Conference did reinforce my firm belief in the necessity for international collaboration if we are to have a sane and prosperous agriculture throughout the world.

In the years after the war, the condition of foreign trade will directly concern the well-being of all the American people. Industry, labor, agriculture, the professions, and the service trades have a stake in a vigorous and expanding world commerce. If we are to have continuing prosperity and full employment, we shall have to sell a lot more goods to other nations than we did in the years just before the war, and in return we shall have to buy a lot more goods from them.

These basic facts have been stated many times in recent months. They cannot be repeated too often. It is very much in our national interest, first, to develop a larger total volume of international trade, and second, to maintain for ourselves a fair share of the expanding total.

I believe that establishment of the proposed Food and Agriculture Organization and the participation of the United States as an active member would contribute substantially to progress toward both of those goals, even though it would have no executive authority over either the course of world trade or the farm policies of individual nations.

I shall confine this statement largely to a discussion of some of the main reasons I hold that belief. In so doing I do not wish to suggest in any way that I underestimate the importance of the Food and Agriculture Organization in the whole broad task of building and maintaining a just peace. As you know, approval by one more nation—which I trust will be the United States—is all that is needed to bring the Food and Agriculture Organization into being as a functioning mechanism for international cooperation. It would be the first of what I hope will be an integrated group of world organizations for furthering security and prosperity.

Such considerations are vitally important; I am not forgetting any of them in turning to some of the more specific possibilities that the Food and Agriculture Organization holds for a healthy and growing world commerce in which this country will have its full share.

Every day it grows more obvious that an expanding international trade will be the key to many of the important problems in the years when peace has been reestablished. If we are going to produce abundantly and make full use of what we turn out, for the benefit of both producers and consumers, there must be a constantly increasing exchange of goods and services among nations. If there is not such an exchange, the United States and other countries would have to choose between lowering levels of living through producing less on the one hand; and on the other hand, allowing farmers and other basic producers to be swamped under unmarketable surpluses.

Eventually, there is no dodging that choice. In the recent past, nations have tried to find ways of eating their cake and having it, too. They have sought self-sufficiency through trade barriers and bounties. They have tried curtailment of production (never, in the case of agriculture, very successfully over any long period). They have tried export subsidies in a vain effort to export depression conditions along with the commodities themselves.

Over the long pull, none of these attempts has worked in the past. There is no indication that they would be any more successful in the future. Greater consumption; larger, more efficient, better-balanced production; and greater world trade still offer the only real way out of the woods.

I am convinced that the nations of the world, working together, can find many practical ways for expanding production, consumption, and world trade. Creation of a Food and Agriculture Organization can stimulate this process substantially, not only for food and agriculture products, but for other commodities as well.

First, as to production. Already the highly developed agricultural countries have built up a great body of knowledge on how to produce food and agriculture products abundantly and efficiently and they are learning more every year. Through the facilities of the Food and Agriculture Organization this knowledge can be pooled and can be carried quickly to the far corners of the earth, including the countries that are not yet so far advanced.

Even in the great producing nations there is plenty of room for larger, more efficient production, providing, of course, that the nature of the production is balanced against world needs and that ways are found to get food and other agricultural products from the producers to the people who need them. Many questions can be settled and many ideas developed around the international council table provided by the Food and Agriculture Organization.

More agricultural efficiency in highly developed countries like our own will mean that fewer people can turn out more products and maintain higher standards of living, and that other people can leave agriculture to produce other goods and services that the people of the world want.

In the less developed countries, the first result of greater efficiency in agriculture will be to give underfed people more to eat, and the second result to release some of the farm people for jobs in new industries and trades. Then the less developed countries would begin to create wealth to exchange with other nations. They would for the first time become good customers, and world-wide levels of living would move up another notch.

The second major point I have in mind concerns the way the Food and Agriculture Organization could help increase total consumption of food and other agricultural products by emphasizing the need for better nutrition and better levels of clothing and housing. Greater consumption must go hand in hand with greater production. Otherwise increased production makes no sense at all. During recent years the world has learned how much trouble unused production can cause, not only to producers but eventually to consumers as well.

The efforts of every country to seize advantage for itself seem especially tragic and futile now that we can look back and realize that all the time the total world market they were competing for was becoming smaller. World trade in agricultural products shrank more than 4 percent from 1929 to 1937 in terms of volume, and nearly 60 percent in constant dollar value. There were times in the period when the dip was much greater. During the same period, to make matters worse for this country's farmers our share of the dwindling total dropped from more than 13 to between 8 and 9 percent. As we see it now, the great need was for greater consumption.

Naturally, a great part of the job of balancing consumption against production will need to be done within each nation. Even for those internal tasks the information gathered by the Food and Agriculture Organization and its recommendations on the basis of pooled experience, can be extremely valuable.

The rest of the job of establishing balance depends on the way world commerce is conducted. That brings me to the last of my three major points—the immense contribution the Food and Agriculture Organization can make to a constructive and expanding international trade.

Fundamentally, of course, healthy world commerce requires an atmosphere of mutual trust and cooperation. As long as each nation has the fear that other nations are simply waiting for the time to attack it, the scramble for self-sufficiency in food and agriculture products will be repeated. The Food and Agriculture Organization, as the first of a number of organizations all working together for international betterment, can do much to create the sort of atmosphere that is needed.

More specifically, information on world-wide supplies and requirements for fish, farm, and forest products can be most helpful. Some of our world-trade troubles in the years between the two great wars came from the simple fact that we often did not know where supplies were located, how great they were, and where they were needed throughout the world. Through the Food and Agriculture Organization, the nations of the world can gather and analyze this information.

Obviously, it will not be the place of the Food and Agriculture Organization to undertake the actual job of taking the sand out of the wheels of world commerce. Groups of nations, and properly a separate international organization, will handle the working details of making trade run more smoothly and in greater volume. But basic information and basic recommendations will be badly needed by those who are actually directing the course of trade among nations. The Food and Agriculture Organization will be perfectly suited to the task of supplying and analyzing the primary facts.

This last point, and the others I mentioned earlier add up into one great and simple truth. Working together, the nations of the world can expand world trade, and raise living levels of producers and consumers of food and agriculture products. We know how to produce and we know the need for greater production. The need now is for a world-wide balancing of consumption with

production. When nations strive for that balance separately their efforts cancel each other out. We know that from experience. Intelligent cooperation among nations is what is needed. Establishment of the Food and Agriculture Organization will do much to stimulate that kind of cooperation and make it productive of the fullest results.

The sooner the Food and Agriculture Organization can be set up, the brighter the outlook for world commerce in the days ahead.

MR. JOHNSON. The chairman also received a communication from the National Council of Jewish Women, Inc., with a statement giving the position of that organization, which will appear in the record at this point.

(The statement referred to follows:)

NATIONAL COUNCIL OF JEWISH WOMEN, INC.,
New York, N. Y., April 10, 1945.

The Honorable Sol Bloom,
Washington, D. C.

SIR: Enclosed is a statement giving the position of the National Council of Jewish Women with respect to House Joint Resolution 145.

We respectfully request that this statement be included in the hearings of your committee considering this legislation.

Very truly yours,

MILDRED G. WELT,
National President.

NATIONAL COUNCIL OF JEWISH WOMEN, NEW YORK

Congressional testimony on proposed Food and Agriculture Organization of the United Nations, for House of Representatives, Committee on Foreign Affairs

The National Council of Jewish Women would like to express its support of participation by the United States in the proposed Food and Agriculture Organization of the United Nations. We respectfully urge that Congress approve House Joint Resolution 145 and that adequate appropriation be made so that this country can contribute its share of the budget.

The National Council of Jewish Women represent 65,000 members in 196 cities throughout the United States. We help to organize local community projects in social welfare and war activities and take action on local, national, and international legislative issues.

Many council women have sons and husbands at the front. They fervently desire "never to let it happen again." They have learned, as has most of the rest of the country, that we are living in "one world" politically. They are deeply convinced that world peace is indivisible. They are, therefore, studying and supporting the Dumbarton Oaks proposals and the agreements on specific international problems which will enable the international security organization to operate effectively.

Our interest in the Food and Agricultural Organization is thus directly in line with our interest in a lasting and effective world security organization.

Our members have taken part in social welfare and social legislation activity in all parts of the United States since the formation of our organization 50 years ago. They have studied and have taken action on nutrition, health, infant and maternal mortality, food prices, and other economic problems in the United States. In pre-war years, many of our members had also traveled throughout Europe, Asia, and Africa. They had seen the low level of development, the debilitation, and the lack of mental energy arising from the widespread poverty. They saw, too, the political unrest caused by these conditions * * *. But, like so many other Americans, they did not, until the war was actually upon us, fully realize the threat to world peace that lay in such conditions. As one council woman said, "I saw the widespread hunger in pre-war Spain, but I did not foresee at that time that it would one day mean war for America."

The war has brought home to us the truth of President Roosevelt's recent statement: "Our collaboration for peace must be on a broader basis than security alone. We must strive to correct the conditions that predispose people toward war or make them the ready tools or victims of aggressors. We shall need also to work together as nations toward achieving freedom from want."

36 UNITED NATIONS FOOD AND AGRICULTURE ORGANIZATION

This proposed permanent international organization provides a means for governments to pool and increase their knowledge of nutrition, agriculture, and related fields. Such collaboration carries the realistic hope of achieving for the first time in history an expanding prosperity throughout the world. We see today more clearly than ever before that full post-war employment and a rising standard of living in the United States is dependent upon the improvement of economic conditions abroad. Only with an expanded world economy in the post-war can we ensure stable economic conditions in the United States.

The proposals for the setting up of the Food and Agriculture Organization are simple. They are carefully thought out and scientifically sound.

The cost is small. The United States quota for the first year is \$625,000—just about equivalent to the cost of one Superfortress bomber. There is no question in our minds that the United States should pay its full share in this great undertaking.

For these reasons, the National Council of Jewish Women wishes to record its complete support of the proposed Food and Agriculture Organization. We respectfully urge that the Congress approve the active participation of the Untied States as provided for in House Joint Resolution 145 and that our share of the budget be authorized.

Mr. JOHNSON. The following communications were received by the chairman and will appear in the record at this point.

(One telegram and four letters follow:)

[Telegram]

LINCOLN, NEBR., April 11, 1945.

Hon. SOL BLOOM,
House of Representatives:

Impossible attend hearing, but as president of Association of Land Grand Colleges and Universities wish express opinion United States should be member Food and Agriculture Organization.

CHANCELLOR C. S. BOURCHIER.

THE FEDERAL COUNCIL OF CHURCHES OF CHRIST IN AMERICA,
April 10, 1945.

Hon. SOL BLOOM,
House of Representatives,
Washington, D. C.

DEAR CONGRESSMAN BLOOM: During the past year I have followed with warm interest the work of the Interim Commission on Food and Agriculture and have read with hearty approval the first report made by the Commission.

I understand that the House Committee on Foreign Affairs is to hold hearings shortly on the proposal of the President that Congress authorize the participation of the United States of America in the work of the proposed Food and Agriculture Organization of the United Nations. I earnestly hope that your committee will make such a recommendation and that it will receive the approval of the Congress of the United States.

I regard it as of key importance that at the time when the United Nations are trying to develop an organization for security they should not fail to give attention to the conditions which tend to produce international tensions and conflict. I regard the proposed Food and Agriculture Organization as an important step in the direction of creating such conditions of physical and economic welfare as will be conducive to world peace.

Very sincerely yours,

SAMUEL McCREA CAVERT,
General Secretary.

KANSAS STATE COLLEGE OF AGRICULTURE AND APPLIED SCIENCE,
Manhattan, April 6, 1945.

Congressman SOL BLOOM,
Chairman, House Committee on Foreign Affairs,
House of Representatives, Washington, D. C.

DEAR CONGRESSMAN BLOOM. I hope your committee will act favorably on the proposal that the United States cooperate with other members of the United Nations in establishing and maintaining a Food and Agricultural Organization,

as proposed by the President and the International Interim Commission. I make this recommendation to you out of many years' experience in national and international agricultural affairs.

No miracles should be expected of the Food and Agricultural Organization of the United Nations. It can only gather and spread significant information, provide technical services, and make recommendations. It will not impinge upon our sovereignty in any way. But it does seem to me that the attainment of permanent peace calls for a lot of cooperation and understanding; such endeavor can possibly best be promoted in those areas where there are common denominators of interest. We in the United States can only gain if the hungry people of the world learn to adopt some of our modern methods of farm production. Hunger is one of the causes of war. Two-thirds of the people of the world are habitually hungry. I think a world organization in agriculture can help backward nations learn how to produce more food, can promote some degree of understanding between nations, and thus can make a direct contribution to permanent peace.

We cannot possibly be injured by the proposed organization. Much good might result. I hope therefore your committee will make a vigorous and favorable recommendation to the House.

With good wishes, I am,

Sincerely yours,

M. S. EISENHOWER, *President.*

COOPERATIVE EXTENSION WORK IN AGRICULTURE AND
HOME ECONOMICS, STATE OF NEW HAMPSHIRE,
DURHAM, N. H., April 4, 1945.

Congressman SOL BLOOM,

*Chairman, Committee on Foreign Affairs,
United States House of Representatives, Washington, D. C.*

DEAR CONGRESSMAN BLOOM: I have been much interested to read the President's message transmitting to Congress the program for the Food and Agriculture Organization of the United Nations.

It seems to me of utmost importance that as a part of our international organization there be developed a program of this sort to raise the levels of nutrition and standards of living of people all over the world. Now that we have the technological information so that we may conceivably produce enough food in this world for its human population, surely we should develop means to put this knowledge into effect.

I hope the program will receive the approval of Congress and that your committee will help to bring this about.

Yours sincerely,

H. B. STEVENS, *Director.*

DIVISION OF HOME MISSIONS AND CHURCH EXTENSION OF THE BOARD OF MISSIONS
AND CHURCH EXTENSION OF THE METHODIST CHURCH

NEW YORK, N. Y., April 4, 1945.

The Honorable SOL BLOOM,

Washington, D. C.

MY DEAR MR. BLOOM: For some time I have been interested in the food and agricultural organization which had been advocated for the United Nations food service. More than a year ago I wrote to the Bureau of Agricultural Economics urging such an organization. I have recently noted that the President, on March 26, urged the approval of this organization. I feel that this is making progress in the right direction and that the Congress should give careful consideration to such organization and our participation in it.

Sincerely yours,

A. J. WALTON, *Superintendent.*

Mr. JOHNSON. Without objection, the committee will take a recess until 2:30.

(Whereupon a recess was taken until 2:30 p. m.)

AFTERNOON SESSION

Chairman BLOOM. The committee will kindly come to order.

Dr. Parran, will you kindly give your name and address and tell us something about yourself?

**STATEMENT OF DR. THOMAS PARRAN, SURGEON GENERAL OF THE
UNITED STATES PUBLIC HEALTH SERVICE**

Dr. PARRAN. Thank you, Mr. Chairman. I am glad to appear in response to your invitation. My name is Thomas Parran, Surgeon General of the United States Public Health Service. I was a member of the delegation to the Hot Springs Conference on Food and Agriculture in 1943. I was a member of the National Committee appointed by President Roosevelt to organize the National Nutrition Conference in 1941.

I was a member of the American delegation to the Second Pan-American Conference on Agriculture in Mexico City in 1942.

I have been chairman of the American delegation to two Pan American Sanitary Conferences at which the problem of nutrition received intensive consideration.

Some 14 years ago I was in the Department of Agriculture in the State of New York as a member of the first milk control board.

Chairman BLOOM. Are you a farmer?

Dr. PARRAN. All of my people for generations have been mostly farmers.

Mr. Chairman, I am glad to appear in support of House Joint Resolution 145 which I hope will have favorable consideration by this committee and by the Congress.

The passage of this resolution, the organization of the United Nations Food and Agriculture Organization, will have far-reaching implications for the future health of mankind.

As you know, this proposal before you stems from the Conference at Hot Springs and the work of the Interim Commission since that time.

I think that all of us agree that once we have obtained freedom from fear as a result of our victory and have been assured international security, that efforts of all nations, both individual and collective, must be no less determined and no less concerted than our joint efforts to obtain for all peoples freedom from want. Food is the first want of man.

At the Hot Springs Conference the very first section that was organized, section No. 1, dealt with this question: What are the needs of the peoples of the world for foods which are essential for health, and other agricultural products? In my testimony I should like to deal primarily with the nutritional and health implications of the work of that Conference and of this proposed organization.

At Hot Springs much attention was devoted to the present levels of consumption of food and the requirements of food. That was really the cornerstone upon which other discussions of that Conference were built. Reports were received and conclusions reached concerning the relation between food and health, the nature and extent of food-consumption deficiencies in the various nations, the causes and consequences of malnutrition, and the measures which can be taken to im-

prove standards of consumption, and, finally, what are reasonable national and international nutritional goals.

From the outset, competent nutrition experts and health authorities from many countries were agreed that there has never been freedom from want of food among all people in any land. In every country the consumption of food is deficient. There are wide variations in nutritional statuses between nation and nation. However, even in the nations considered to be the best fed, widespread and serious malnutrition was reported. In those countries, and regions, and population groups, where consumption deficiencies were the most marked, disease and death rates were the highest, life expectancy the shortest, and the mental and physical vigor of the people the lowest.

It is clear that the one-time excessive accumulations of certain agricultural products were not surpluses at all when measured by the world's population needs of food and clothing. Rather, they were the results of maldistribution and underconsumption. Indeed, the greatest possible increase in world production of those foods essential to health will not satisfy for many years the minimum nutritional requirements of the world's populations.

At Hot Springs, for the first time in history, delegates representing 44 nations agreed unanimously that the conquest of hunger and the progressive improvement of diet are attainable goals. This Conference, in effect, was made possible by the advances in science, particularly in three directions:

First, the development of agricultural science has made it possible to grow much more food than grew before.

Second, mechanical science applied to production and transportation has lightened the labor of man, replaced domestic and draft animals to some extent, and has multiplied greatly mankind's capacity to produce and distribute food.

Third—and this point is perhaps not so well known as the first two—the newer knowledge of nutrition and its relation to human health is one of the greatest scientific miracles of our time, and it has taught us and we have learned what is required to nourish the human body. Thus it is possible to eradicate all of the many diseases which are caused by a deficiency in the diet; to reduce infant and maternal mortality, to prolong the active productive span of life, and to attain a higher level of physical and mental vigor.

Science as yet does not know all, or in fact they are just beginning to learn about what is required to nourish a human body. I should say we know about as much about that as we do about what it is that gets an airplane up into the air and to its destination many miles away.

Further development of scientific research to speed the time when we shall understand more fully the basic principles of nutrition is one of the primary objectives, I take it, of the proposed organization. We recognize, of course, that food and agriculture cannot function entirely apart from other spheres of national or international life. Nutrition hooks up on the one hand with health and on the other hand with agriculture.

In dealing with this problem of nutrition, the conquest of hunger, it is obvious that close working relationships will be established between any future international health organization and the nutrition division which is proposed in the organization of food and agriculture.

At the conference at Hot Springs it was recognized that there are two kinds of hunger. In the testimony this morning it was stated that two-thirds of the world's population are hungry, and even a larger proportion are hungry if we apply the modern definition of hunger. The two types of hunger have been described as hollow hunger and hidden hunger. Hidden hunger is that type which is caused by a lack of a sufficient diet, a diet that is well balanced. Moreover we know that many diseases and deaths which are not directly attributable to malnutrition result from the lack of enough food, or the right kinds of food.

For example, in some of the worst-fed countries, 50 percent of the total mortality occurs among children under 10 years of age. This proportion is about five times greater than in the best-fed countries. In the poorer countries, also, tuberculosis deaths are seven or eight times what they are among the better-fed populations.

Over and above the negative achievement of decreased disease and death is the goal of a higher standard of health for mankind, a goal of a race of men who are more fit, who have greater physical and mental stamina than the world has ever known.

The technical reports to the Conference made it clear there are certain vulnerable groups in the population whose physiological needs are relatively greater than for the rest of the population, and for whom a national policy should provide extra measures and should direct action to insure an adequate food supply. These vulnerable groups include pregnant women, infants, school children—especially adolescents—workers in heavy industries, the poor, and particularly those with large families.

In this connection the Conference stated:

There should be a direct acceptance of responsibility by public authorities for bringing the needed foods free, or at a low cost, to the vulnerable groups of the population as a practical way of improving their nutrition.

It is pointed out that this, as well as all measures to increase food consumption—the total demand for food—results in a better income to producers of food with a resulting improvement in their health and the health of their families.

The Conference set several definite goals in its section dealing with food requirements. It was recommended that the nations undertake to eradicate those diseases which are caused directly by an inadequate diet; namely, the deficiency diseases; secondly, they would seek progressively to improve the standards of nutrition among their populations and would report to each other periodically on those accomplishments.

Perhaps it would be worth while for me to outline some of the types of work which the Nutrition Division, or a nutrition unit in the proposed organization, would undertake. Before doing that I should point out that international work on nutrition is not an uncharted field. In the 5 years preceding the war much was done by the League of Nations and by the International Labor Office. The League set up a technical commission of physiologists and biochemists to establish the physiological bases of nutrition. It simultaneously decided to consider the relation of nutrition to health on the one hand, and to agricultural and economic problems on the other, and for this purpose appointed a mixed committee consisting of scientists, agriculturalists, and economists and administrators.

The International Labor Office approached the nutrition problem principally from the angle of dietary surveys and marshaled information about food consumption among the lower-income groups in the various countries.

The task of the Nutrition Division, as I see it, will be to exchange information and experience with the existing national organizations; to encourage the establishment of national nutrition committees, or other national organizations, to deal with this problem. And upon request it could assist governments in making nutritional surveys. Standard methods should be used in order to have a basis for comparison. Moreover, it would follow that each country would be stimulated to adopt scientific dietary standards. We have such standards first developed by the League of Nations, and more recently developed by the Food and Nutrition Board of our own National Research Council. The Food and Agriculture Organization could initiate work at the request of the country concerned, by sending a team of experts to make investigations and to aid in developing programs to improve agriculture and nutrition. Such a team might include people who represent nutrition and health, agriculture, animal husbandry, fisheries, or economics, depending upon the local requirements.

I attach a good deal of importance to the recommendations from the Hot Springs Conference under which the governments undertook to recommend that they would report to each other on the nutritional standards in each country periodically. In that way a clearer picture can be had as to the extent of malnutrition and in many places of starvation. It is very likely, I think, that the Nutrition Division of the proposed organization would have a small advisory committee of experts, persons of world-wide reputation in the fields of nutrition and health. And in the formative period, such a committee would be very valuable in advising concerning the types of activity which this institution could undertake.

Chairman BLOOM. When you say "this institution," you mean, I suppose, the institution that will be created by this legislation?

Dr. PARRAN. I refer to the Food and Agriculture Organization. I am loose in my use of the term.

The collection and compilation of data on food consumption and dietary habits obtained by surveys would be a very important item as well as a stimulation for additional surveys.

I have indicated that experts, or panels of experts, could be formed to assist countries in connection with special nutritional problems that might be posed. A great deal of work needs to be done in developing further standards for various foods. In connection with food adulteration or food control, such could be done. This is obviously a field in which international action is indicated.

I attach a great deal of importance also to the opportunity which can be given through the proposed organization to the education and training of technical personnel, not only in this field of nutrition, but in agricultural science generally. I think this country has a great deal to contribute in the making of its technology available, in making its educational facilities more widely available, and making it available to scientists in other lands.

These, then, Mr. Chairman, are some of the activities which I might say are probable and useful. I would emphasize the tremendous ad-

vancement to public health which would come about as a result of improved nutrition.

Chairman BLOOM. Mr. Johnson.

Mr. JOHNSON. You attended this conference at Hot Springs as one of the delegation from the United States?

Dr. PARRAN. I did.

Mr. JOHNSON. That lasted for some time.

Dr. PARRAN. For about a month, as I recall.

Mr. JOHNSON. That gave you an opportunity to know the various problems and of the approach the people in the various countries made to them, and that would be an index as to what this organization could do. You looked at the wider aspect. Were you impressed with the fact that such an organization would be feasible and practicable and that it is needed? Is that your judgment?

Dr. PARRAN. Very definitely so; yes. I learned a great deal from the other scientists there with whom I came in contact, representing many countries. It was really a liberal education to learn in detail the problems and the things which one after another country is doing to meet those problems and improve their nutritional status.

Mr. JOHNSON. Do you think an organization such as this proposed in this legislation would be valuable to our civilization, and all of the countries, and also help solve some of these problems that you discussed in your statement?

Dr. PARREN. I am sure such an organization will accomplish a great deal in improving health throughout the world. A major effort obviously needs to be done by each country itself. I believe that is not enough, and that the work of each country, the progress of public health and the nutritional status of the population, will be enhanced by international teamwork in this field.

Mr. JOHNSON. Your life has been devoted to medicine and surgery, has it not? How long have you been Surgeon General?

Dr. PARRAN. I have been Surgeon General for 9 years.

Mr. JOHNSON. And you have devoted all of your life to public health?

Dr. PARRAN. Yes.

Mr. JOHNSON. What official position did you hold prior to your present one?

Dr. PARRAN. I was commissioner of health in New York State from 1930 to 1936; and between 1916 and 1930 I was a regular officer of the Public Health Service. I was on lend-lease to New York during that time.

Mr. WADSWORTH. Dr. Parran, I am wondering if you would be willing to give us the benefit of some of the impressions that you received at that conference at Hot Springs which had to do with what might be called the sore spots on the face of the earth.

In what part of the world do you think the greatest efforts should be made, assuming some efforts must be made everywhere? Obviously there must be some places where that effort must be gigantic.

Dr. PARRAN. You have asked two very good questions. The sorest spots are in some of the overcrowded areas in the Far East—India, parts of China, and Africa also presents some very bad spots.

As to where the most intensive efforts would be made, I see a leveling up all over in connection with this problem. I do not look

upon this organization as one that will give mass relief, or give aid in any one spot. What is needed, I think, are some small, intensive demonstrations in areas where the worst food conditions exist, introducing new and improved methods of agriculture. The production of food more in relation to the nutritional requirements of the population, rather than the amount of cash per acre, which is now so often the determining factor, should be demonstrated. Generally speaking, wherever a one-crop system of agriculture exists, nutrition is poor.

Mr. WADSWORTH. Give us an example of that, sir.

Dr. PARRAN. The sugarcane growing region in the Caribbean area; cotton in our own Southland. Those are two examples that come readily to my mind.

Mr. WADSWORTH. I think these are the interesting sidelines. It would be very helpful to us in visualizing what this organization may do—and I know the doctor is very well informed on this subject—if the doctor would proceed in an informal manner by illustrating and demonstrating to us.

Dr. PARRAN. I should be very glad to try to do so.

An instant problem which is tremendously acute as a result of the war in Europe, to say nothing of India and China, is the health problem. We shall undoubtedly have some very serious health problems in many countries. Reports coming out of Holland at the moment indicate a very bad situation. Similarly, in Greece the food position has been very poor and continues to be.

I think it is not a task of this organization to deal with emergency problems, but there will be a great need to do something about tuberculosis which is rampant as a result of lack of food and starvation. That on an international scale probably cannot be done throughout a country, but again an idea of a demonstration in the localized area in which good scientific work is done will point the way elsewhere.

Another example is in Mexico where they have some of the most modern and advanced agricultural practices along with some of the most primitive. Mexico does not produce enough food to feed its population. I happen to know that Government currently is engaged intensively in the study of a method of improving the yield of corn, which is a staple crop, and if the yield of corn, either through better seed or more efficient agricultural practices, could be increased by 10 or 15 percent, it would perhaps change very greatly the nutritional status of that whole nation.

Mr. WADSWORTH. I suppose similar conditions exist south of Panama.

Dr. PARRAN. They do, and we do not have to look outside our own country. As you know, up until recent years certainly, the practice of cotton culture, the utilization of every acre of land for cotton, with no fencing for farm gardens, produced a tremendous amount of pellagra in the South. That disease is still not wiped out in the southland. However, in recent year, through various measures which might be called the guidance of the agricultural policy, the people have begun to understand that a farm garden is important. In order to have a farm garden, the garden must be fenced, so the first thing was to fence the farm garden. The next step was to introduce a pressure cooker so that the surplus production in the garden could be canned and

preserved over the winter. That has been done in many of the southern homes. There has been a dramatic improvement in the nutritional status of the people concerned.

Mr. WADSWORTH. And you think that we are gaining in this country generally speaking?

Dr. PARRAN. We are gaining in this country. I hope, under the pressure of the war and because of the higher prices for cash crops, that we will not revert to the situation that existed a decade or so ago, because the progress during the interval has been very great in improving nutrition, especially among sharecroppers and the tenant farmers of the South.

Mr. WADSWORTH. In some of these regions the problem would be exceedingly difficult for the local government because, if I read and understand the descriptions correctly, we run into all sorts of prejudices, some of them religious. I have India in mind, where the population is increasing something like 10,000,000 a year and large potential food supplies are not touched because it is against the religion of the Hindu to kill a cow.

Dr. PARRAN. That fact makes a very difficult situation. Obviously, too, as nutrition improves, the length of life increases and the population is likely to increase. Therefore the work of their International Food and Agriculture Organization, I think, must be related to other international agreements, arrangements, which will have for their purpose the development of industry.

Mr. WADSWORTH. It is a very interesting problem.

Chairman BLOOM. Mr. Kee.

Mr. KEE. Dr. Parran, is it not true, referring to conditions in the countries south of the United States, that the introduction of improved machinery and improved farming methods would enable those countries to produce a lot more food?

Dr. PARRAN. Certainly it should be possible for Mexico to make itself much more self-sufficient. Much of its soil, however, is mountainous and some of it arid, so the type of agriculture would need to be varied, depending upon the climate. Mexico does not have as large a proportion of fertile land as most of us are inclined to think, but I am confident great improvements can be made by scientific methods of agriculture, both in the breeding of animals as well as controlling diseases of plants. With the tremendous oil resources of that country there should be no lack of power, once they get the machinery.

Mr. KEE. There is, however, quite a tremendous acreage of very fertile land lying between the foot of the mountains and the Coastal Plain.

Dr. PARRAN. That is correct.

Mr. KEE. From Veracruz north. Some of the most fertile land in the world lies in that area and nearly nine-tenths of it is uncultivated and unused.

That is all.

Chairman BLOOM. Mr. Chiperfield?

Mr. CHIPERFIELD. I have no questions.

Mr. BURGIN. Dr. Parran, it has been very interesting to hear you give your discussion about this matter. We have a Department of Agriculture and an Extension Service in the United States. Practically every county in America has a county agent. Are we not doing

a good deal of educational work through the Agricultural Department?

Dr. PARRAN. We are doing a tremendous amount of useful educational work through that Department.

Mr. BURGIN. Do most of the other countries have such a department?

Dr. PARRAN. So far as I know, no nation has developed as fully as we have that type of service. The United States is looked upon as a model, I believe. In that connection, I think some of my friends from the State Department and the Department of Agriculture would be more intimately informed than I.

Mr. BURGIN. I am just wondering if they could not do the same amount of work through collaboration with other departments of agriculture.

Dr. PARRAN. I expect an important function of the proposed Food and Agriculture Organization would be to stimulate the development of departments of agriculture and agriculture extension and education in the countries which have not yet established them, or in which they have not been well established. Agricultural science is a new science in many fields. Animal genetics and plant genetics, plant pathology, scientific studies of soils, and the adaptation of particular types of crops and varieties to particular soils and climatic conditions represent a tremendous uncharted field.

Mr. BURGIN. Is not something along that line being done by the Department of Agriculture?

Dr. PARRAN. It is being done in this country. The greatest usefulness of such an organization as I visualize it, will be to facilitate the exchange of information, to bring the results of scientific studies in nutrition, or in the fields more related to agricultural problems, to the attention of scientists elsewhere.

Mr. BURGIN. I know there has been a good deal of soil conservation work done in my home county. Yet, immediately after the agents left there it ceased. They could see the advantages of it, but they did not pursue it.

I wonder if this would go the same way.

Dr. PARRAN. I would think not.

Mr. BURGIN. The prime purpose of it is to disseminate knowledge and information about foods and the raising of foods, as well as the value of different kinds of food?

Dr. PARRAN. It is. My own experience has been different from yours. My part of the country has a one-crop economy—tobacco in southern Maryland—and in recent years there have been demonstrations in soil conservation. The benefit payments in terms of lime and soil restoring and conserving measures have been put into effect, and the people are enthusiastic about it. They have not been dropped. They are going ahead on their own once the demonstration has been made.

Mr. BURGIN. Talking about India, isn't the impress there of the population a great factor in the poverty?

Dr. PARRAN. There is no doubt of it.

Mr. BURGIN. Any scientific information, unless it was birth control, would be useless there.

Dr. PARRAN. I am not optimistic. In view of the educational level of that country and other over-populated countries, I doubt that even the suggestion you make would have any substantial effect.

Mr. BURGIN. If you could get that across it would have more effect than the information about raising additional foods.

Chairman BLOOM. He refuses to answer that.

Dr. PARRAN. I shall be very glad to answer to say that I do not believe that birth control is a practical method of dealing with the under-nutrition of the world's population.

Mr. BURGIN. I agree with you, but it would certainly be a major factor in India, would it not?

Dr. PARRAN. I think not.

Mr. BURGIN. Would there be any study made by this organization about the land question; for instance, as the agricultural production increases and the people have money to invest they immediately speculate in land and the value goes up out of reach of the average farmer. Would this organization distribute any knowledge along that line?

Dr. PARRAN. I assume it would collect information currently as to land values. I do not see how such an organization could, of itself, deal with the problem you have mentioned, however, except by study and report on the facts. The problem of controlling land values is one for national determination, not for international action.

Mr. BURGIN. I think there is that tendency in my section, and I believe it is true all over the country. The people seek an investment in land and are taking it out of agricultural use. I just wonder if this organization would make any study along that line. That is all.

Mr. CHIPERFIELD. I might call attention to the fact that we do send agricultural experts now to these countries and place them with our foreign service. I imagine that is a rather new idea that has developed over the years.

Mr. TOLLEY. Attachés were first sent in the 1920's. They are not representatives of our State Department. They are in the legations.

Chairman BLOOM. Doctor, is this idea new, or has it been demonstrated before by other organizations similar to the organization to be set up here by this legislation that other organizations have been functioning throughout the world and have proven successful?

Dr. PARRAN. The nutrition work of the League of Nations to which I referred briefly was a highly successful activity, as was the work of the other technical branches. They had a health section also. The former director of the health section, Dr. Boudreau, is here, and I believe he will testify later this afternoon.

You are familiar, of course, with the Institute of Agriculture in Rome.

Chairman BLOOM. That is what I was getting at. The Institute of Agriculture at Rome has been functioning for a great many years, and this country many times has participated in the agricultural organization at Rome. Would you kindly give for the benefit of the committee an idea of what that organization is doing, and how successful it was?

Dr. PARRAN. If I may, this morning several members directed the same type of question to Judge Jones, Mr. Dean Acheson, and each of them made—certainly Mr. Acheson made—a rather extended statement about it.

Chairman BLOOM. I am sorry I was not here this morning. I was at a conference in the State Department. I did not know it had been gone into. If the record already shows that it has been a success heretofore in a small way, and this is merely elaborating on the things that have been done before that have proven successful and the world has been benefited, that is sufficient.

Dr. PARRAN. That is my understanding. The proposed organization will be concerned with problems of nutrition, food and nutrition, rather than with agricultural science solely, because we see, as Judge Jones pointed out this morning, the intimate relation between fertility of the soil, the nutrition of human beings, and their health and well-being. The interrelationship is very close. I think it fair to say that most international actions in the technical and scientific fields have been successful. On the Pan American basis we have the Pan American Sanitary Bureau, was set up by a treaty approved by each one of the 21 American Republics. That is a very useful organization for the interchange of information, for the establishment of health standards, and in many ways it does much to promote the health of each country through international action.

Chairman BLOOM. The question that was asked by Mr. Burgin is a very important one, but if we were to allow this to be a branch of our Agricultural Department, it would not be as broad. It would just be a part of it and set off in one corner of the department. We would not be getting the full benefit we are trying to get through this legislation; is that right?

Dr. PARRAN. I agree with your statement, Mr. Chairman. Moreover, as I see it, this organization, among other purposes, would be a clearing house, a meeting place, for departments of agriculture of all nations participating. It would not be able to comprehend in any sense what any one department was doing, and no one nation could deal with this whole subject by itself. This is to be a forum, a meeting place, for the exchange of information.

Chairman BLOOM. You believe that the United States would be receiving a great benefit from the amount authorized to be appropriated by this legislation.

Dr. PARRAN. I am convinced in my own mind that we would receive a great deal of benefit. That benefit would be shown in better nutrition, better health. Those benefits after all, as the Assistant Secretary of State pointed out this morning—and I am not attempting to quote him—would inure to the benefit of hundreds of people who have been led by dictators.

Chairman BLOOM. Thank you very much, Dr. Parran. We appreciate your statement.

Chairman BLOOM. We will now hear from Mr. O'Neal.

Mr. O'Neal, will you kindly give your full name and address?

STATEMENT OF EDWARD A. O'NEAL, PRESIDENT, AMERICAN FARM BUREAU

Mr. O'NEAL. On behalf of the American Farm Bureau Federation I wish to testify in favor of the participation of the United States in the Food and Agriculture Organization of the United Nations. The

American Farm Bureau Federation represents about 830,000 farm families in 45 States, or approximately three and one-half million farm people. The farmers' desire to cooperate with other nations of the world in an attempt to establish a better post-war civilization is demonstrated by the fact that voting delegates from 45 States at our last annual meeting, in December 1944, went on record as favoring the cooperation of the United States not only in the Food and Agriculture Organization, but also in the Dumbarton Oaks proposals and the proposed international monetary organizations. It is our judgment that this distinguished body should adopt the proposed constitution for the Food and Agriculture Organization.

It is appropriate for an international Food and Agriculture Organization to be considered early on our list of agencies designed to promote international cooperation and thus establish a better world. The well-being of agriculture is basic to the progress of man. It has been estimated that more than two-thirds of all men on this earth are producers of food. This is a basic fact which we must keep in mind in our thinking concerning post-war developments.

If time permitted I could show you that progress in agriculture throughout the history of our civilization has been closely associated with the progress of civilized man. Satisfying hunger is one of the basic requirements of the individual. If it requires all the time and effort of man to produce enough to eat, then no progress is made along other lines of civilization. This has been demonstrated again and again. It is only after a nation or a group of people have learned how to produce enough food that they turn to building better shelters and providing better clothing and the many devices that make for more comfortable living. Hospitals, schools, libraries, and all the finer things in our civilization can only be attained after there is adequate production of food by a small enough proportion of the people to release other individuals to perform these functions. We could not have a large group of well-trained school teachers or doctors if all the efforts of man were required to obtain food and shelter.

In this Nation where we are blessed with abundant production, and are often troubled with surpluses, we are inclined to forget the fact that in other parts of the world it is not uncommon for human beings to die of starvation. I would hazard the statement that during the entire lifetime of any man in this room there has not been a single night when the number of people in the world who went to bed hungry was not greater than the entire population of the United States. The hunger, misery, and want that exist are a real challenge to our Christian civilization. The only practical way to correct this situation is to teach these people how to help themselves. Efficient production is one of the keys to the solution of these problems.

Records will show that generally the nations with the higher standards of living are those countries with a relatively small proportion of their population engaged in agriculture. For example, in India about 75 percent of the population is engaged in agriculture, in China about 75 percent, while in the United States approximately 20 percent of our population produces enough food, even in wartime, to supply our needs.

Some may ask if we show others how to produce food efficiently, will it not make our surplus problem more severe? I think not. There

is much talk about industrializing certain parts of the world and I am in sympathy with this program. Records clearly demonstrate that our best customers are the nations of the world with the highest standards of living. It is in our own self-interest, as well as in the interest of humanity, that we adopt a reasonable attitude in promoting better and more efficient agriculture throughout the world, as a foundation on which to build a better civilization. Let us not lose sight of the fact that there are large areas of the world where agriculture has made little progress since the birth of Christ.

In the preamble to the constitution of the Food and Agriculture Organization four main purposes are stated:

(1) The raising of levels of nutrition and standards of living of the various peoples of the world.

(2) Securing improvements in the efficiency of production and distribution of all food and agricultural products.

(3) Bettering the conditions of rural populations.

(4) Thus by the above means contributing to an expanding world economy.

We believe that these are worthy objectives and should receive our support. If progress is to be made in reaching these goals, we must develop practical plans. We cannot afford to deal in ideologies. The problems attacked should be of such a nature that they can be solved within the resources of the peoples involved. Everybody realizes that this is a long-time program, and phenomenal successes cannot be expected immediately.

In article I of the proposed constitution provisions are made for the functions of the Organization to include the collecting, analyzing, and interpreting of information relating to nutrition, food, and agriculture. It also provides for the Organization to promote, and where appropriate, to recommend national and international action with respect to research, improvement in education, conservation, improved methods of agricultural production, improvements in processing, marketing and distribution, policies on agricultural credit, and policies with respect to agricultural commodity arrangements. The Organization is also to furnish technical assistance when requested by governments and to organize missions to carry out recommendations.

We believe the proposed Food and Agriculture Organization will make significant contributions along the following lines:

(1) This Organization is another step in international cooperation. It is imperative that this Nation take the leadership in developing means of cooperation among all nations of the world. The destruction caused by another war in 25 years cannot be tolerated. It is the duty of this generation to do everything within its power to create a world environment which will lessen the likelihood of future wars. If we will teach our agricultural techniques and skill to many of the less-developed nations, we can make a tremendous contribution to world progress. We know that economic difficulties constitute one of the important causes of war, and that any world-wide organization to maintain peace must take into consideration many, many factors from a military, political, and economic point of view. This Organization, dealing with food and agricultural problems, could make a significant contribution in coordinating agricultural programs into a general over-all peace organization.

(2) Much will be gained by the Food and Agriculture Organization sponsoring the exchange of research material and technical skills. Scientific facts developed in one part of the world are often useful to scientists elsewhere, yet the hurdles of space, custom, and language often prevent a free exchange of information. We have been fortunate in having a wonderful group of scientific public servants in our agricultural experiment stations and extension service. Largely through the work of these scientists, improvements have been made in our production techniques, until today the American farmer is the most efficient producer of food in the world. From my contacts with farmers in other nations, I have come to believe that the thing they most desire from this Nation is help in developing production techniques in their countries. This is substantiated by the number of commissions sent to this Nation from other countries to study our agricultural methods. The exchange of technical information is one of the most practical ways not only to aid other nations but also to improve our own agriculture. Many of the crops now produced in this Nation originated in other parts of the world.

(3) This international food organization should provide a means of calling together representatives of organized farmers throughout the world. Much good would be derived from the farmers throughout the world getting together and discussing their mutual problems. The history of the American Farm Bureau Federation shows that we have been interested in accomplishing this for at least 20 years. In 1924 the president of the Farm Bureau took steps through the International Institute of Agriculture at Rome to provide for international meetings of farm people. Each year we invite representatives of farm organizations of other nations to attend our annual convention, and we have sent official representatives of our organization to other nations, and we have proposed an international meeting of all farm organizations. It is increasingly important that farm representatives as well as the technical experts of the various countries become better acquainted. There is no reason why this new organization cannot promote and foster such international meetings.

(4) One of the most significant contributions such an international food and agriculture organization can make is the development of better statistical data and economic research on a world-wide basis. The value of our Crop Reporting Service and other statistical services of the United States Department of Agriculture has been clearly demonstrated. We need more complete statistical data on world food and crop production than is now available. We need more analyses of these facts from an international point of view. The American cotton farmer needs a clear and complete picture of the competition he faces in international trade in cotton. The American wheat farmer needs to know the situation in respect to the wheat markets of the world. This agency could do much to coordinate already existing information in the various countries and to establish new services where such information is needed.

(5) The Organization can be helpful in developing international policies with respect to agricultural commodity agreements. The old pre-war surplus problem will likely be with us in the post-war period, and commodity agreements will be necessary. The fact that the men working with this Organization will be employees of an international

agency rather than of individual nations should aid in getting a broad approach to some of our problems. We need an intelligent appraisal of what can be done to find additional markets for our products. This Organization could do much in analyzing the products we could import without disrupting our economy in relation to our exportable surpluses. I am satisfied that there are a number of products in the world which do not compete directly with American production that the American people would be willing to buy if made available on our market. This would be one step in expanding world markets for our agricultural products, because people of other nations can buy our products only if they are permitted to sell something in return.

(6) The Organization could do much to promote better agricultural credit throughout the world. Credit is one of the foundation stones of agriculture. Before much progress can be made in agriculture production in certain parts of the world, credit to improve production facilities will have to be provided on reasonable terms. While the Food and Agriculture Organization is not to be a credit institution, much good can be accomplished by working through and cooperating with international credit agencies which should and will likely be established.

(7) The Food and Agriculture Organization can improve the well-being of mankind. If America has anything to teach the nations in which living standards are low, certainly we will all agree that the most helpful thing we can teach them is the technology of production which has been largely responsible for lifting our standards far above those generally prevailing throughout the world. In 1787, when the Constitution was framed, the surplus food produced by 19 farm people was needed to feed 1 city person. Today, 19 farm people produce enough for themselves, for 56 city persons in the United States, plus 10 people in other countries.

There is only one possible way in which an economy of abundance can be attained, and that is through producing more goods and services. And one of the best ways to increase production, both industrial and agricultural, is through the application of more mechanical power to the process of production. It is essential that the productive capacity of the farmer be increased along with the productive capacity of the factory worker and that an economic balance be maintained among all groups.

The world's greatest need today, outside of moral and spiritual regeneration, is for a worldwide rapid evolution in the technique of agricultural production. First, people must eat. Moral and spiritual progress is impossible, or at most unbearably slow, in all nations where the bulk of the people are hungry every day. Moral problems will never be effectively solved unless basic economic problems are first brought under control.

In my opinion there are tremendous possibilities for worldwide good inherent in Food and Agriculture Organization. This Organization and the Dumbarton Oaks and Bretton Woods proposals are interdependent, and failure of any one would jeopardize the success of the entire movement for worldwide cooperation. The work of the Food and Agriculture Organization simply must be coordinated with the international activities that come out of the Dumbarton Oaks and Bretton Woods proposals. The proposed constitution of the Food

and Agriculture Organization permits it to fit itself into any general world organization that may be established.

The proposed constitution for the Food and Agriculture Organization of the United Nations, which you gentlemen are being asked to endorse, is very broad and general. It might be criticized by some in this respect. It should be kept in mind, however, that this is not an action agency such as those contemplated in the Bretton Woods monetary proposals. The chief function of the Food and Agriculture Organization is educational and advisory. It must be realized also that this has been tentatively agreed to by representatives from many nations. There are several things in this arrangement that we would like to see more definite. However, we realize that in international cooperation there must be a willingness to give and to take, and minor differences should not prevent cooperation by this Nation on sound international proposals.

While we believe that this constitution should be adopted in its present form, we would like, however, to have the legislative record show the following:

(1) We believe that in carrying out the work of this Organization the main emphasis should be placed upon efficiency in agricultural production and distribution. We believe the best way to help the less-fortunate people of the world is to show them how to help themselves. We are interested in lowering our costs by increased efficiency, but we do not believe that the farmers should be called upon to furnish food for the rest of society so cheaply that farmers must accept a lower and lower standard of living.

(2) The administration of the Organization, and especially the representatives from this country, should be sympathetic to agriculture and the problems of agricultural producers. We want our representatives to take the stand that the farmer has a right to expect a living comparable with other segments of society, and that his function in life is not merely to provide cheap food. Since this constitution is broad and general, it is doubly important that this Nation, as well as the other nations, is represented by extremely capable men, familiar and sympathetic with the problems of agricultural producers.

(3) The major function of this new organization should be to furnish scientific data and encourage research in agricultural problems. This research should be of a practical nature and applicable to the problems at hand. Extreme care should be taken that it does not become merely a report-writing organization, where the reports are filed in the archives to accumulate dust.

(4) We believe that provision should be made to include the representatives of organizations of agricultural producers in the councils of the Food and Agriculture Organization of the United Nations, and should have a definite part to play in policy-making and in administration. These men who are close to producers in the various countries could contribute much to the development of the organization. The various missions would be strengthened if they contained some practical farm operators along with the technicians.

(5) We believe that the Food and Agriculture Organization should take the initiative in sponsoring and calling an international meeting of farm organizations.

(6) Care should be taken in developing the program of this organization, to be sure that they are practical and have some chance of

acceptance by the peoples of the various nations of the world. We do not believe that this organization should undertake action programs in various fields without the specific approval of the nations involved.

(7) Definite arrangements should be made for the handling or disposal of the International Institute of Agriculture. Since we farmers had some responsibility in creating the Institute, we feel obligated to see that the existing international commitments pertaining to this Institute are treated with respect in creating the new and expanded Food and Agriculture Organization. We favor the absorption of the best features of the Institute of Agriculture by this new Organization.

We believe that the above suggestions can be handled satisfactorily under the proposed constitution. The Food and Agriculture Organization can become an agency which will be of valuable service to agriculture, and which will also promote a better understanding among the peoples of the world.

In closing, I would like to quote two paragraphs taken from the first report to the Governments of the United Nations by the Interim Commission on Food and Agriculture:

In the struggle for food, mankind has been indifferently successful. If millions have enough, more millions have too little, and many starve. This had been thought to be inevitable, but we now know that it is not. Recent discoveries and developments have made it possible under certain conditions for all men and all nations to achieve freedom from hunger, which is the first step toward freedom from want. Indeed, we can now expect to do much more than be free from hunger. The way is open to move toward new levels of well-being which men have hitherto thought unattainable.

First among the developments that have made these things possible is progress in scientific production. The natural sciences have shown us how to increase the productiveness of the land. The nature of the soil has been explored, and methods of management have been developed to maintain and increase its fertility. Great progress has been made in the breeding of both crops and livestock, and strains have been created that are far more productive than their predecessors. At the same time scientists have found new and surer ways of combating diseases and insect and other pests that constantly menace the food supply.

That statement, in my opinion, constitutes a challenge to the American people. I believe we will accept the challenge, and prove to the world our willingness and our ability to cooperate with all right-thinking peoples in a crusade for permanent stabilization of national economies throughout the world. We met the challenge of war with our blood and treasure. The challenge of peace is just as important, and just as critical, as the challenge of war. I know we can meet it successfully.

We know the problem. We know the technique of production. The question is: Can we cooperate with our fellowmen for the advancement of all? That remains to be seen, but of this one thing I am sure—the only way to begin is to begin; therefore, the American Farm Bureau Federation recommends that this body, after full and detailed study of the matter before us, give its endorsement to the proposed constitution of the Food and Agriculture Organization.

Thank you, Mr. Chairman. That is the position of my organization.

Chairman BLOOM. If I may be permitted to ask a question first, What did you mean when you referred to the Institute of Agriculture?

Mr. O'NEAL. The old Institute of Agriculture was established years ago, and I do not think that we should junk it. I think that we ought to sit down and see what we can do with it, and take advantage of what it has done.

Chairman BLOOM. I think that it has done wonderful work. We had nothing to do with the starting of it. I think that the King of Italy is the one who started that, at the suggestion of President Wilson. How can we take it over?

Mr. O'NEAL. You will have to ask some of these gentlemen who are closer to it than I. I have never been over there. Dr. Taylor is here. He can explain it to you. Do not let us overlook what it has done and that we were a part of it. Let us try to preserve the good that it has done for us.

Chairman BLOOM. I am for that.

Mr. O'NEAL. You would have to ask the men who are familiar with it to explain the technique of it. They have done wonderful work.

Chairman BLOOM. I agree with you on that.

Mr. O'NEAL. Let us not junk everything that was done.

Chairman BLOOM. I agree with you.

Mr. JOHNSON. Your organization, Mr. O'Neal, is about the largest in membership of the farm organizations?

Mr. O'NEAL. You know how rivals are. Mary says that she is prettier than Jane, and Jane says that she is a little faster than Mary, and away they go. Let the figures speak for themselves.

Chairman BLOOM. Let Mary and Jane decide.

Mr. O'NEAL. The Grange will argue with me. We get along fine with the Grange. They say that they have the biggest membership. I say in our organization that we have 800,000. If you count the family membership, in my county as in yours, you would multiply the mother and father by 10. In other areas you would multiply by 4 or 5. When you are considering the family membership, that is quite a problem. It depends upon how large the family is.

Mrs. ROGERS. I was not here for the testimony of the Assistant Secretary of State, Mr. Acheson. He was going to explain why the Agricultural Institute was not adopted and this new constitution was adopted.

Mr. O'NEAL. I was not here. I appeared before another group of Congress and did not hear him. I have heard the explanation. I will enjoy reading the specific reasons.

Mrs. ROGERS. I asked two witnesses, this morning, the question but they could not tell me.

Chairman BLOOM. If the chairman may be permitted to interrupt, I am informed that Under Secretary Acheson stated this morning that the institute would be absorbed in this organization.

Mrs. ROGERS. I agree with you, it should be.

Mr. JOHNSON. This is more comprehensive and larger than the other. It covers food. That organization covered agriculture only. The plan would be to let that stand for the present and eventually absorb it.

Mrs. ROGERS. Do you feel that it did not work out well in the early days of Mussolini's regime?

Chairman BLOOM. This was long before Mussolini came in.

Mr. O'NEAL. I thought that the organization did a good job. We all thought so.

Mrs. ROGERS. We did not participate for some years there. The treaty had to be ratified by the Senate before it was adopted.

Mr. O'NEAL. We did have the Institute of Agriculture in Rome, and we did have the labor agreement. They still have that labor agreement.

Mrs. ROGERS. I was interested in it. I think if you will read the hearings, you will find one reason for providing for our participation in the institute was because it would give pleasure to Mussolini.

Mr. O'NEAL. He has gone to hell, so we are not worried about him.

Mrs. ROGERS. I hope that it gave him no sustenance.

Chairman BLOOM. It was a matter of appropriation. Some years we would get the appropriation; other years we would not get the appropriation.

Mr. CHIPERFIELD. Mr. O'Neal, I have always tried to follow the American Farm Bureau on agricultural matters. I find it rather politically helps to do that.

Mr. O'NEAL. Thank you, sir.

Mr. CHIPERFIELD. I notice that you endorsed the Bretton Woods agreement.

Mr. O'NEAL. Yes, sir.

Mr. CHIPERFIELD. I am wondering if your agency is one of those groups which endorses the Bretton Woods agreement and opposes any amendments without knowing what the amendments might be?

Mr. O'NEAL. We have studied it. I have had the pleasure of sitting down with the pros and cons. I have sat down with the bankers. I enjoy sitting with bankers. You can do pretty well if you can borrow any money. I have heard both sides, and it seems to me that the Bretton Woods proposition is just plain sense from a farmer's point of view. The bankers and the opposition have not gotten me up before the committee as yet. They asked me to come about 2 weeks ago. I have a statement on it that I would be glad to let the public have, and they can shoot it to hell if they want to. I think that it is a horse-sense program.

Mr. CHIPERFIELD. I have not expressed an opinion one way or the other. I have attended five or six of the Banking and Currency Committee's sessions, and I find it rather complex. To have an organization expert on agricultural matters and expert on international monetary matters is rather unusual. I think that your organization is to be complimented on that.

Mr. O'NEAL. Thank you. I do not know, but I know I represent certainly about 43 percent of the people in the United States and they ought to have some opportunity or at least get an opportunity, right or wrong.

We all use money, and I have often thought, with reference to Bretton Woods, that if you would ask anybody in the United States to go down to the little country town and to the merchants in the town, you will see the little bank and how it operates, and I know something about that because I earned my first dollar working in a bank. But let me tell you something about that: They all keep pots of money in the First National Bank or the Chase National Bank because it seems everybody goes to New York to buy something, or they keep money in Chicago because a lot of people go to Chicago to buy pork—and we do not have any fat meat down South now, either—but they all keep a pot of money in these banks so the country banks can draw on that reserve of money.

Senator Tobey and I do not always get along, but I want to say that his explanation about Bretton Woods is about as good as anything I have heard.

Mr. CHIPERFIELD. Can they draw 25 percent of their capital out of these banks within 4 years and still keep on borrowing?

Mr. O'NEAL. Well, I think 25 percent is the limit, but the incentive to keep 25 percent running is a very healthy one.

Mr. CHIPERFIELD. I may wind up on your side of the fence.

Mr. O'NEAL. I hope you do, brother.

Chairman BLOOM. Any questions, Mr. Kee?

Mr. KEE. No questions.

Chairman BLOOM. Senator Wadsworth?

Senator WADSWORTH. No questions.

Chairman BLOOM. Mr. Jarman?

Mr. JARMAN. Mr. O'Neal, I do not know whether you realize it or not but the gentleman who just interrogated you really is a dirt farmer.

Mr. O'NEAL. Good.

Mr. JARMAN. He raises horses.

Mr. O'NEAL. I am sure he is all right.

Mr. JARMAN. Not only is he a dirt farmer, but the Senator is, too.

Mr. O'NEAL. I have known the Senator for a good many years; he is a great statesman; I will say that for him.

Mr. JARMAN. We all agree with you; they both are.

I was very sorry, Mr. O'Neal, that this morning when this meeting came up, which I learned of only about an hour before it started, I had already made my plans for the day on some other very important foreign matters, and was sorry to be denied the pleasure of hearing all the testimony on this all important and what I regard very interesting phase of our international post-war procedure.

However, despite the thorough way in which I was occupied when it came to your testimony, I wanted to hear my fellow Alabaman, so I came right up and I enjoyed all of your testimony. I have not heard all of the testimony on the subject but I respect very highly what you have said and I shall look forward with pleasure to reading the testimony which I have not had an opportunity to hear this morning. And I want to assure you that I for one am glad to have had you here.

Mr. O'NEAL. I certainly appreciate that, Mr. Jarman, and I hope you will vote for the resolution.

Mr. JARMAN. I imagine I will.

Chairman Bloom. We are glad for you to turn this into a mutual admiration meeting.

Mr. O'NEAL. Thank you. I am very happy to be here.

STATEMENT OF DR. FRANK G. BOUDREAU, CHAIRMAN, FOOD AND NUTRITION BOARD, NATIONAL RESEARCH COUNCIL

Chairman Bloom. We will hear next from Dr. Bodreau, who will give us his full name and who he represents.

Dr. BOUDREAU. I am Dr. Frank G. Boudreau, and I come here to appear in favor of the joint resolution, as chairman of the food and nutrition board of the National Research Council. Do you wish me to say anything more about myself?

Chairman Bloom. Just whatever you want to put in the record. That is sufficient insofar as I am concerned.

Dr. BOUDREAU. I have spent most of my life in public health work and Dr. Parran, the Surgeon General, told you that I had been employed by the League of Nations in health work for a number of years.

I am interested in nutrition. We have been hearing a good deal about the agricultural side. I am interested in that, but my principal interest is in nutrition and in nutrition as a means of improving health, and I am speaking almost altogether on that subject.

No science has advanced faster than the science of nutrition during the last quarter of a century, and as our knowledge has advanced we have become increasingly aware of the significance of food and nutrition to health and physical efficiency. We fought the First World War without the benefit of much nutritional knowledge, or, putting it in another way, this is the first war in which we have known enough about nutrition to keep our armed forces and civilians nutritionally healthy. The results have been remarkable.

I am taking Britain as an example, to get away from possible controversy concerning our own country. In Britain, during the First World War, infant mortality and tuberculosis rose steadily throughout the war. In this war, after 4 years of war, infant mortality reached a new low level. Death rates at ages 1 to 10 also reached new low records. The number of tuberculosis death in 1943 was the same as in the best previous pre-war year, 1938. Our own experience has also been very good as regards infant mortality and tuberculosis. The Child Medical Officer of the Ministry of Health in Britain attributed these results mainly to the better nutrition, made possible by the English special food programs. I would like to give you one or two examples of the relationship between nutrition and health.

The first example is from Toronto, where a group of doctors studied the nutrition of 200 pregnant women in the third or fourth month of pregnancy. These women were poor and they had poor diets. They divided these women into two groups of approximately 100 each, and to one group they gave more food, such as milk, eggs, cheese, oranges, wheat germ, and cod liver oil. No extra food was given to the second group. Fifteen of the babies born to the 200 women died. All 15 were born of mothers whose diets had not been supplemented. In the group of mothers whose diets had been supplemented no baby died, and it was found that these infants were also less susceptible to children's diseases, such as measles, whooping cough, colds, bronchitis, and so on.

Some of my friends have carried along similar studies and they are getting similar results. I was talking over these results the other day with an unusual nutritionist, a man who is interested in feeding pigs. He told me that he and his group had not only known all about the value of prenatal feeding of farm animals, but had been practicing it for years.

The question comes up, Do we need better nutrition in this country? The Food and Nutrition Board collected together and analyzed all the important studies of human nutrition that had been carried out during the last 10 years. The results, which are impressive, are published in Bulletin 109 of the National Research Council. By any standard they show that there is much malnutrition in this country. Every year a number of our citizens die of pellagra, a food deficiency dis-

ease; nearly 2,000 a year was the last figure I saw. It used to be nearer 9,000.

And, a large number of people who suffered from pellagra, if you please, in former days, because of psychiatric conditions that developed, and were brought into mental institutions because of the effects of pellagra.

How do we determine whether our people get enough of the right food to be healthy? We must have a yardstick to measure their diets. The yardstick we use is the table of recommended daily allowances of the Food and Nutrition Board. This table gives us the amount of calories, protein, vitamins, and minerals required by people of different ages. Studies show that some Americans get less than a quarter of these allowances; some get less than half; still more get less than three-quarters, and a great number less than 100 percent. Have we put these allowances too high? That, of course, is possible, but there is increasing evidence that people who are most vigorous, efficient, and naturally healthy almost always have the best diets, according to this yardstick.

Dr. Sherman, a famous nutrition worker in New York, has been working with a colony of rats whose ancestry is known for generations, equivalent in human being to an ancestry going back to the time of Charlemagne. During all this time they have been healthy and they have reproduced and lived normally. Dr. Sherman began a few years ago to add extra amounts of certain nutrients to their diets. He found that this caused them to mature earlier, to maintain the prime of life longer, and to live longer. The increased length of life would be equivalent in a man to 10 years. This and much other evidence convinces me that our dietary allowances are not too high. We should try to give our peoples these better diets. Needless to say this would cause a steadily increasing demand for a great variety of farm products.

The best way to go about improving the nutrition of our own people is by acting collectively with other nations as we have done for this and other purposes during the war. Nutrition is an international science. Information about it comes and will come from many countries. We can move faster if we go in partnership with other peoples. We have learned that slums in our cities breed diseases which affect the whole population. Malnutrition in Asia helps to keep alive diseases which constantly threaten us. Malnutrition and its attendant ill health breeds social strife and sometimes revolution.

The Food and Agriculture Association, as we call the projected organization of food and agriculture, will be concerned with the nutrition and welfare of producers as well as consumers, for, after all, farmers constitute the most numerous class of consumers in the world. They should benefit in two ways: First, they themselves will be healthier and better fed; second, there will be a steady and growing demand for their products; nonfood as well as food products for better-fed people will require and earn better housing and better clothing.

I know that I speak for the very great majority of nutrition workers in this country, and certainly for the Food and Nutrition Board, and I urge that this Government become a member of the food and agricultural organization in the interest of the health and

well-being of our people, and I urge this committee to give favorable consideration to the joint resolution and its final passage.

Chairman Bloom. Thank you, Doctor.

Dr. BOUDREAU. Thank you.

STATEMENT OF LEWIS G. HINES, REPRESENTING AMERICAN FEDERATION OF LABOR

Chairman Bloom. Mr. Hines, of the American Federation of Labor.

Mr. HINES. My name is Lewis G. Hines. I am appearing here on behalf of the American Federation of Labor.

Mr. Chairman, I am appearing in response to a telegram you sent to Mr. Green, inviting him to come here, and who is unable to be here and extends his regrets through me to you because of that fact.

We are in favor of the enactment of Resolution 145 because we see in this the development of a program which perhaps will, at least, to some extent, alleviate the situation of workers, a situation which the workers over the centuries have been confronted with, namely, the problem of securing food.

We heartily subscribe to the four principles contained in the preamble of the constitution of the Food and Agriculture Organization of the United States, first, of raising the living standards and nutritional standards of the people under the respective jurisdictions. We do that, if for no other reason than it is in line with the program of humane policy of the American Federation of Labor to assist people in every way to better their economic conditions.

Second, the improvement in efficiency of production and the distribution of food and agricultural products. That is a rather all-embracing item. I do not know just how far this organization can go to meet some of the problems of maldistribution that have existed in this country and in other countries as well, but I am hopeful that something can be worked out. I know there will be one question in the minds of our membership as to what can be done in that respect. I was most interested in what Mr. O'Neal said earlier when he said that his organization was interested in lowering the cost of living and a more efficient production, but that he did not believe the farmers should be called upon to furnish food for the rest of the world so cheaply that the farmers with their low income would have to lower their standards of living, and that the farmers had a right to expect a living comparable with any other segment of people.

We believe that the farmer certainly is entitled to an adequate living, comparable to that of the rest of the people, and one that will result in good health.

I have listened very attentively here to all the witnesses today. It has been a most interesting experience. It seems to me they have failed to touch upon one important thing, and that is maldistribution of the products that are produced, and the restriction of the products that are produced, in the interest of profit, sometimes selfish profit. And I wonder if someone from the State Department or someone else in the Government agencies will not touch upon that question a little bit and perhaps elaborate on what can be done by this organization to meet the situation.

I do not need to tell you: You mentioned awhile ago what took place many years ago. I used to drive a fish wagon on Fifth Avenue in New York City. I used to work in a fish market in North Jersey, and I recall the time when fish were sent into New York the fishermen had to pay the expense, not only of delivery, but to pay the expense for sending them there.

Chairman BLOOM. You are in Al Smith's class?

Mr. HINES. I have been to the open markets many times. And another thing, I have been in up-State, in Congressman Wadsworth's area, and I can remember going out in the fall of the year and seeing some of the most luscious apples you have ever seen in your life, staying on the trees because they had been bought and paid for by some speculator in order to withhold them from the users, to keep them from being distributed to the people in order to keep up the price.

Now that holds true of a lot of farm products. Some thinking needs to be done right along that line. And I am hoping, as a representative of a large group of people, some 7,000,000 people in the American Federation of Labor, that something can be done to see that our folks are given a square deal along that line. I do not have the answer, but it may be out of an elaborate program of this kind attention can be given to it by those who have studied the problem and something can be worked out. There does not seem to be much reason for developing better farms, having better fertilizer, producing more abundantly the things which people can eat and still leave them on the farm in order to keep up prices when they should be marketed and made available to people who can use them.

I do not know that I have much more to say, Mr. Chairman.

Chairman BLOOM. Any questions?

Mr. Wadsworth, do you want to ask any questions about the apples?

Mr. WADSWORTH. No, Mr. Chairman.

Mr. HINES. I would not say they were apples in Mr. Wadsworth's district, but I do know that I have seen apples sell for 15 cents on the streets in New York when the same apples, quality of apples, were rotting on the trees because somebody was holding them back in order to create a price of 10 or 15 cents. Seriously, Congressmen, I think something should be done, and some attention should be given to that phase of this whole problem.

Chairman BLOOM. I am sure that will take its place at the proper time.

Mr. KEE. Do you not think, Mr. Hines, that if this world wide organization, proposed here, were to seek and find more markets for the surplus products throughout the world that these commodities could be utilized?

Mr. HINES. I think undoubtedly so, and I imagine that through the publicity that can be given to the problem through such an organization that can be done.

Mr. KEE. The surpluses are usually caused by lack of markets for food. Is that not likely to be the result unless you can find a market at a reasonable price for these commodities?

Mr. HINES. I think that is true; and in turn that is caused by inadequate wages, because if you expect employees to buy better foods they must have more adequate pay in order to buy farm products. I

think there are some scientific factors involved too, one is the question of preservation. We are rapidly making progress in that direction, and I look forward to the time we can take these surpluses and process them and preserve them in such way that they can be utilized.

Chairman BLOOM. And through dehydration and freezing?

Mr. HINES. Dehydration, yes.

Mr. KEE. Another factor is that of distribution.

Mr. HINES. The day is coming when melons will be picked in California late this afternoon and be put on sale in New York City tomorrow morning. It is true that transportation is a part of the problem. I know that South Jersey oysters are shucked today, this morning, packed this afternoon and are sold in refrigerated boxes in the stores of the Midwest the next morning. They go by fast freight.

Chairman BLOOM. Any further questions? If not, we thank you very much, Mr. Hines.

Mr. HINES. Thank you, Mr. Chairman.

STATEMENT OF MISS ANNA LORD STRAUSS, PRESIDENT, NATIONAL LEAGUE OF WOMEN VOTERS

Chairman BLOOM. Next we will hear from Miss Anna Strauss. Will you give us your full name and the organization you represent.

Miss STRAUSS. My name is Miss Anna Lord Strauss. I am president of the National League of Women Voters.

Chairman BLOOM. Where are you from, Miss Strauss?

Miss STRAUSS. My home is in the city of New York.

Chairman BLOOM. You live in New York?

Miss STRAUSS. I live here now in my present capacity as president of the National League of Women Voters.

On behalf of the National League of Women Voters and its 550 local leagues, I wish to urge support of the Food and Agriculture Organization.

We must face the inescapable fact that the future means dealing with problems on an international level. World affairs have such a repercussion on our national life that we can no longer segregate ourselves from the other peoples of the universe. If they are starving, we will suffer too. Because the welfare of all of us is so interrelated, it would seem wiser to work together on our common problems instead of having each nation go off on a tangent which might be in conflict with the best interests of the group.

The Food and Agriculture Organization provides a good medium for the over-all planning which will be necessary to keep the peace. It is hard to realize that two-thirds of the people of the world have never had enough of the right kind of food. The seeds of another war, however, are planted within this same two-thirds, because people who are hungry are usually discontented and ready to make trouble.

Through the services of the proposed organization nations can obtain valuable help in improving agricultural conditions. Its pool of information will be available to the large group requiring technical advice. Its compilation of statistics on a world basis will be beneficial to those who can adapt their production to the needs of the world. If there is an overproduction of one commodity, some producers may be able to switch to another more in demand. Its scientific research

facilities will help to expand and perfect the knowledge we already have. Nutritional standards should rise among all people.

The assistance rendered by the Food and Agriculture Organization will therefore be a step toward the important goal of freedom from want. It is a step which we must all take together. Benjamin Franklin's wise saying after signing the Declaration of Independence is truly applicable now, "We must all hang together, or assuredly we shall all hang separately."

I desire to say that my organization is in favor of the passage of this resolution, and may I thank you very much for this opportunity of appearing.

Chairman BLOOM. Thank you. Are there any questions?

The committee will now take a recess until 10:30 o'clock tomorrow morning.

Supplements as of April 25, 1945

UNITED NATIONS CONFERENCE ON FOOD AND AGRICULTURE,
May 17, 1943.

TEXT OF ADDRESS BY THE HONORABLE MARVIN JONES, AT THE OPENING PLENARY SESSION

In the name of the Government of the United States and on behalf of the people of the United States, I greet and welcome you to this the first conference of the United Nations and Associated Nations.

The fact that representatives of 44 nations, from every part of the earth, have traveled long distances under wartime difficulties to be here bespeaks your earnestness, and the importance of the subject we are to discuss. More important, it reflects a genuine desire on the part of all free peoples for a better understanding of our common problems and a united approach to their solution.

This conference has rightfully been referred to as a forerunner of other conferences which unquestionably will have a part in shaping the post-war world in which freedom will again rule.

It is indeed fitting that the first of these world conferences should deal with food because freedom means little to people with empty stomachs.

The subject matter, therefore, of this conference is of vital interest to all the world. Food and raiment are magic words in any language.

The world starts with food. Life cannot be sustained without it. Food is as essential as the air we breathe, and like the air we often do not realize its value until we are deprived of it.

Few of us as laymen realize how much disease and sickness flow from an inadequate or insufficient diet. Scarcity of food is the root of many of our social and economic troubles. Fabries are almost as important. All agriculture is basic.

Naturally, the peoples of the world are interested in the marketing and distribution of the products that go into food and clothing. They have been the source of many problems, not only between nations but also within the boundaries of practically every country. The question of whether sufficient food of the right kind is available for consumption will always be of great importance both in war and in peace.

The facts of history reveal that in reality there has been no surplus of any edible commodity. If human wants had been satisfied, if human needs had been supplied, there would have been full use for all that has been produced and much more. Our countries have the facilities for expanded production of food and fiber. Mankind has need of them. That need should be supplied.

Thinking people everywhere now realize that what we have called surpluses are for the most part not surpluses at all, but are the results of accumulations caused by defects in the systems of distribution and the inability of the masses to purchase the food they need. The peoples of the world have mastered the machinery of production to a far greater degree than they have mastered the machinery of distribution. What we have been pleased to call surpluses, therefore, are largely due to clogged channels of commerce arising from extreme trade barriers, upset economies and lack of purchasing power which prevents consumers from securing the things they should have to eat and to wear.

Bursting barns and hungry people, rotting surpluses and empty trade channels, starvation in the midst of a great plenty, either within or without the country of production, reflect no credit to a national or international economy. They just don't make sense.

Then, too, wasting surpluses frequently cause ruinously low prices to the producer which in turn bring periods of scarcity. The consequent extreme fluctuations in price are to the advantage of neither the producer nor the consumer. Stored reserves, a fair price, and full use of commodities produced are to the advantage of both producer and consumer.

If by the exchange of views and a consideration of these questions we can produce a better understanding and promote the flow of farm commodities and the articles produced therefrom into the markets of the world; if we can leave the peoples of the world freer and more able to produce and secure the things they need; if we can make it possible for surplus products to be distributed and used and thus prevent them from overloading and overwhelming the distribution machinery of the countries in which such surpluses have been backed up for lack of a market, we will not only have achieved a great world-wide humanitarian objective, but each of us will have helped to promote the economic and social betterment of his own country as well.

The furnishing of new channels and new outlets for the products of agriculture means as much to the nations producing the surpluses as to those who need the products. In addition, the freer flow of commodities in world trade will enable each nation to produce what it is best equipped and suited to produce.

It is recognized that these things look to a long-time program. In the meantime it may be necessary for the nations to deal on a temporary basis with gluts, geographic surpluses, and adjustments of production. Any of these temporary devices, however, should be geared to the long range objective of fully utilizing the products of human skill and energy.

It must be remembered that the radio, the airplane, and other physical devices are not progress in themselves, but are the outward manifestations of progress. True progress is of the mind and heart. The same materials go into the sewing machine that go into the machine gun. The same materials are used in making a plow that are used in manufacturing a cannon. It depends upon the attitude, upon the motives that lie behind the instruments that are thus fashioned. What a challenge to the purpose and to the genius of mankind.

Every nation should become vitally interested in the conservation of natural resources—soil, timber, and minerals and the rebuilding of them where they have been depleted and are being wasted.

Closely linked to the soil is water as applied to the land in both the excess and deficiency areas. These problems are as old as history. Some countries have learned much in the use of land and water, but there is still much to learn.

Of the productive land of the world much has been intensively cultivated. Erosion by water and wind has seriously wasted the soil in many countries and greatly reduced its productive capacity. It is estimated that at least one-third of the tilled land of the earth has been seriously affected by erosion. Most of the nations have adopted some conservation measures, but by exchanging information as to methods and fitting them into our own economies we can all profit. Looking down the years this is of tremendous importance to all peoples. Nothing gives greater assurance to any country than productive land and available resources.

The thoughtful use of soil-building and soil-conserving crops and practices will do much for any country. Each nation must be the final judge of what is best suited to its conditions and needs, but a free exchange of information as to crops and methods of cultivation will help us all. We in the Americas greatly need the advice and suggestions of those peoples who have had longer experience in these vital problems. We hope that an exchange of ideas will be mutually helpful. There is so much for all to do that will promote the interests of all that our differences and conflicts seem puny when laid alongside the vast possibilities that are before us.

We hope the next 100 years will be the "peoples' century" in which the numerous governments of the earth will so shape their policies as to protect the welfare of all their citizens; that they may come to realize that in lending a neighborly hand to each other the best interests of all nations will be promoted; that many of our problems are mutual problems; that many of our interests are mutual interests, and that in helping build up each other we help to build ourselves; that what humanity wants is not charity, but a free opportunity—the chance to work and help to build.

The agenda of the conference is before you. We have undertaken to assemble some data and have outlined some suggestions which we hope may prove helpful, but we want you to know that they are merely suggestions. The exact scope of this Conference, the progress it makes and the results it achieves, will be determined by the Conference itself in which all the delegates from every country will have a part. We want to exchange views and information and to devote our best efforts to formulating a program that will be for the benefit of every nation.

We realize that certain things must wait until the conditions of the post-war world are more fully revealed. Certain specific subjects must be left to other conferences or later studies by committees of this Conference, but there are major

objectives on which we can agree and which will be a starting point for other work to follow. We shall not deal with the problems of relief which immediately follow the war and which will be handled on an emergency basis, but with the longer range rebuilding problems of agriculture which each nation must face.

We all, of course, realize this conference has been called to explore and assemble facts and to make recommendations to our respective governments and not for the purpose of negotiating treaties or entering into binding commitments.

The hope of the world lies in concord, not conflict; in the arts of peace rather than in the implements of war. I hope that this conference may lay the foundation for a happier relationship throughout the world. A better distribution of the products of the farm and field will materially aid in whatever provision is hereafter fashioned for maintaining the peace of the world. We all know that food is a powerful weapon of warfare. Food may be even more effective in helping to maintain peace.

When the dogs of war have been unleashed the suffering produced by their cruel fangs does not end when the conflict has ended. The gaunt specter of famine begins to stalk across the world before the smoke of battle has lifted. It is the prayer of all that after this war the peoples of the world will escape hunger and famine. But this cannot be taken for granted. That is why we are here tonight.

Too often we grow accustomed to the necessary things of life and they seem commonplace, even though they are our most precious possessions. Our daily food is often accepted as a matter of course. But when scarcity comes we soon know the tragedy of want. One needs only to look into the pinched faces of those who have been liberated from the ordered starvation of Nazi and Japanese oppression to realize its full meaning. The eager expression in their countenances at the first prospect of something to eat shows what a powerful weapon food has become.

Wars are costly. They not only are tragic in their cost of human life and human suffering but they are tremendously costly in upset economies, broken channels of trade, and lopsided distribution.

For thousands of years the earth has trembled beneath the tread of giant armies and mankind somewhere has been engaged in almost continual strife. Hope must spring eternal that this strife can be ended. Humanity should have learned through long years of bitter experience that the way to settle the rivalry between nations is for each to build up its own resources rather than tear down the neighboring commonwealth.

The contests of the future should be creative and constructive, not destructive. The white-winged carriers of commerce should weave their magic way across oceans and through the air carrying the products of man's work throughout the world and adding to the happiness of mankind.

When the peoples of the earth are better fed and in better health; when rotting surpluses are translated into food for hungry mouths, into clothing for protection and into shelter for tired bodies; when the products of the inventive genius of mankind have been turned from destructive processes into the channels of construction; when the producer on the family-sized farming unit can plow his fields without fear and the smiling workman can fashion the tools of progress with the conscious knowledge that they will be used to bring happiness and not sorrow; when the sword of vengeance has fallen from the nerveless grasp of the tyrant, and the hand of the good neighbor rather than the mailed fist has been extended across the world, then will be dawning a new day for humanity.

To this philosophy and to these objectives let us dedicate this conference.

TESTIMONY OF ALBERT S. GOSS BEFORE THE FOREIGN AFFAIRS COMMITTEE ON HOUSE JOINT RESOLUTION 145

Although there are a number of points in the charter of the Food and Agricultural Organization which do not meet with our complete approval, we nevertheless believe that Congress should approve House Joint Resolution 145, with one reservation which we have to suggest, because if properly safeguarded we believe the good far outweighs the undesirable features and it is not reasonable to expect perfection. In order to make our suggestions clear a few words of background may be in order. Nearly a half century ago David Lubin, a Grange member from the State of California, developed the idea of an international organization to deal with agricultural problems. After much discussion the National Grange got

behind the movement, but neither the Grange nor Mr. Lubin were able to arouse enough interest to get the United States to take the lead.

Mr. Lubin went to Europe and after presenting his plan to the heads of government of a number of the largest nations finally interested the King of Italy, who got behind the movement with the result that about 40 years ago the International Institute of Agriculture was started. The basis for the organization was the treaty of 1905 which 74 nations signed, including the United States. I am appending a separate description of the work of the institute.

For many years the National Grange has tried to get the work of the institute broadened because, as far as it went, it more than met the original expectations and proved most valuable. It has never been adequately supported financially. It is interesting to note that the United States contribution has been approximately \$60,000 per year, as compared to the \$1,250,000 which it is contemplated we would ultimately contribute to the Organization under consideration. (See par. 127, Interim Commission Report.)

When we heard 2 years ago that an international conference was to be called with the idea of developing an organization which could do this work more adequately, we were greatly pleased, believing that at last the work of the institute was receiving deserved recognition and might get adequate support. We were disturbed, however, when we found that no representatives of farm groups would be invited to participate in the deliberations; and were further disturbed when we found that the deliberations were all to be in secret. When we learned that Congress had not been consulted with reference to the conference and that Members of Congress were excluded from the sessions, we did not like it. We sent a representative to Hot Springs to try to find out what was going on, for the reports seemed to indicate that the purpose was more to establish an international welfare organization than one to deal with farm problems. We were not able to find out much during the Conference.

An Interim Commission was appointed which for 13 months worked on the charter now under consideration, and again we could not find out much about what was being done. It had been our hope all the way through that something could be done to build and enlarge upon the work of the International Institute of Agriculture. When the report of the Interim Commission finally came out, we learned for the first time that the International Institute had not been included in any way although it is apparently the purpose to carry on the same kind of work that the institute has been doing. Naturally this was a considerable disappointment to us, and we took the matter up with the United States officials in charge, and expressed our hope that something would be done to give assurance that there would not be two organizations attempting to cover the same field, and that ways would be found to assure a proper integration of the work of the proposed organization with the institute. We were told that the charter had already been adopted by 6 nations, and that it would be quite difficult to change it at this time. We now note that before it is presented to the Congress of the United States, it has been presented to and adopted by 19 nations, and the charter will become operative when adopted by 20. We realize that this procedure makes it very difficult to make any reservations to the charter itself.

The officials with whom we discussed the matter recognized the desirability of avoiding any duplication, and making use of the information and facilities in the possession of the institute. Later they advised us that the matter had been discussed with the members of the Interim Commission and they had all promised to endeavor to see that a proper integration was effected. We feel this should be a matter of record at the time the charter is approved.

Incidentally, the statement has been made that the institute had practically ceased to function. We feel that this is not correct. In case of war, any organization which may be formed will necessarily be affected. The institute continued to function during World War I, and has continued as best it could under World War II. In fact, it was, we are told, the only international organization of any kind which has survived two wars and through which representatives of enemy nations have been able to work in harmony in both wartime and peace.

Frankly, we have not liked the way the matter has been handled from the start to the present moment. The methods employed have not been such as to create confidence in the desire to build an organization with a major purpose of serving agriculture's needs. We call your attention to the testimony designed to make light of the International Institute, and the statement of Assistant Secretary Acheson that steps should be taken to "absorb the functions and physical resources of the institute." We call your attention to the fact that the institute is a going organization owned by some three-score nations whose relations

thereto are defined by a treaty. The United States is a treaty member. The institute cannot be absorbed except by legal means. While our officials are talking lightly about absorbing it, cable advices from officials in charge lead us to believe that the whole matter has never been mentioned to them and they have never been consulted in any way about the Food and Agricultural Organization, or any plans to work with or absorb the institute. They have apparently been completely ignored. We submit that this is exactly the way not to do things. If trouble is to be avoided the Congress should take the proper steps to assure amicable working relations with a world organization with so long and honorable a record and with such valuable experience and such priceless records upon which to build.

However, we take the position that the charter under consideration should be judged entirely on its merits, and no mistakes which have been made in the methods pursued should be allowed to prejudice the consideration of the proposal. We think the purposes outlined in the charter are sound and should be adopted, but we also believe that the resolutions should be amended to make it a matter of record that the United States expects to have a program worked out so that there will not be two organizations covering the same field, and that all the work and the facilities of the International Institute of Agriculture be not lost.

There is one more point which gives us concern. We know the great good accomplished by the Institute of Agriculture and what can be done if this work could be strengthened and expanded. It is our hope that this work will not be relegated to a secondary position of minor importance in the Organization which is to be built. The testimony indicating the intention to absorb the institute, coupled with the fact that agricultural investigation and research is made secondary in much of the discussions and writings, lead us to believe that it would be wise to make it clear that an adequate research, informational, and statistical division be made a major undertaking.

Our purpose in citing those features of the whole project which have been so unsatisfactory is not one of mere complaint. We have mentioned them to show that we have substantial grounds to fear that the agricultural features may be made secondary, and that we might lose much of the progress already made if this should occur. The methods employed all seem to point in this direction, and we have, therefore, felt justified in bringing them to your attention. We believe that the situation justifies an amendment to section 4 of the pending resolution, to read as follows:

"In adopting this joint resolution, it is the sense of the Congress that the Government of the United States should use its best efforts to bring about, as soon as practicable, the integration of the functions and the resources of the International Institute of Agriculture with those of the Organization, in a legal and orderly manner, to effect one united institution in such form as to provide an adequate research, informational, and statistical service for the industry of agriculture."

We feel that the United States Government should thus make it clear to all concerned that in accepting membership in the Organization, it expects to work out in legal manner a proper integration with the institute, and that it expects that the new organization will give to agriculture the international research and statistical service that the industry needs. We are so heartily in accord with the purposes of the Organization that we do not suggest the reservation in the charter itself, because of the delays which might be encountered. We feel that if Congress makes clear to its own representatives exactly the policies it desires to have pursued, there will be enough support on the part of other nations to give reasonable assurance of the accomplishment of those purposes.

EXCERPT FROM BROADCAST OF RAYMOND SWING OF APRIL 10, 1945— STATEMENT TO HOUSE FOREIGN AFFAIRS COMMITTEE

The first United Nations Conference to be held during the war was at Hot Springs on food and nutrition. That Conference took the initial steps for the establishment of a Food and Agriculture Organization of the United Nations—the F. A. O. There are to be several United Nations organizations in addition to the security organization to be constituted at San Francisco. Another is the international bank and international fund for stabilizing currencies, the product of the Bretton Woods Conference. But the F. A. O. is the first in point of time, and promises to be the first to which the United States will be committed. It has been given the place it deserves in the crowded agenda of

Congress, where Representatives Bloom and Eden and Senators Thomas and Austin have taken special interest in it.

The F. A. O. is the least controversial of all international topics, and the cost to the United States for the first year is to be no more than that of a super-bomber. If anything, the good sense of the proposal is a handicap to it. For it challenges no established interest, lays down no novel doctrine, and infringes nobody's sovereignty. In fact, the F. A. O. is so devoid of political snags that it cannot compete with the controversial issues for public enthusiasm. But it deserves the widest public support. For it is the first approach of a solid kind ever made by nations to the most basic of all human troubles, the lack of adequate food. Even without a war, two-thirds of the world's population does not have enough nourishment. This is not only a problem of backward countries. Before the war one-third of the population in the United States did not have enough nourishment. What is unique about the F. A. O. is that it is a concerted attempt to work for a solution of this age-long problem. Good, you may say, and then ask how can it be done? You may say that no new international organization can provide wealth, and since undernourishment is the consequence of poverty, nothing can be done about it. But a great deal can be done about it. Agricultural policies of all countries can be set to stimulate the production of the right kinds of food, and in the needed quantities. Agriculture has been a fairly haphazard business. Only now do we have scientific knowledge about food and nourishment, and over vast spaces of the earth it is not being applied. Vast spaces of the earth are farmed without any concept of social needs, and without knowledge of what the earth can be made to put forth. The F. A. O. is not a crusade against evils. It is a campaign against ignorance and indifference.

The four objectives of the nations who are establishing the F. A. O. were defined at Hot Springs. They are to raise the levels of nutrition and the standards of living of their people, to bring about greater efficiency in the production and distribution of agricultural products, to better the conditions of rural people, and to contribute thereby to an expanding world economy. Here again the objection may be raised that while these are good intentions little can be done to realize them. But it will be something if 44 nations, as they are pledged to do, adopt policies to raise their food and nutrition standards. It will be something never done in history. True, there are no sanctions to enforce the pledge. But there is something to take the place of sanctions. Each year the nations will report to each other precisely what they have done to fulfill the pledge. Thus they will go before the peoples of the world and submit their records. If the records are not good enough, it will be for the peoples of the world to demand better records in the next year. If the peoples don't care, obviously the case is hopeless. But the peoples will care. Next to freedom from war, they care for nothing so much as freedom from want.

This annual report is the crux of the matter. But there is much else. An interchange of scientific information, a clearing house for statistical data about the consumption and production of food, an international technical staff available to assist countries to plan enlightened food policies, all are envisaged, functioning around an international secretariat. The machinery will be there to formulate international cooperation along the lines of the international wheat agreement, which was the first attempt to plan farm programs, and was reached in 1933 largely through American initiative.

In well-fed countries the death rate of babies is 30 to 40 out of every thousand born, and the average length of life is about 65 years. In ill-fed countries about 200 babies die of every thousand born, and the average length of life is about 40 years.

The less developed countries fall into two groups. There are nations with plenty of agricultural resources, which have not been developed in relation to present populations. This group includes Latin America, Africa, and the Middle East. In the second group are countries like India and China where the population, particularly in rural areas, is too great for the food resources of the country as at present developed.

The countries of the first group can overcome their difficulties quickly if they apply themselves to doing it, and here the F. A. O. can exercise great influence. In countries like China and India there must be a broader program, including industrialization, electrification, and transportation, but this long-term development must be linked with a food program, and here again the F. A. O. can offer guidance. The goal will not be reached in a day in any country. But the F. A. O. is not expecting miracles. It will marshal knowl-

edge, it will criticize, and advise. But foremost it will express the public opinion of the world, which is to be the main force in a world of peace and expanding wealth if there is to be either. Enough nations are already in line to set up the F. A. O. The annual budget of the F. A. O. is to be \$5,000,000 for the first 5 years, but only half that in the first year. The United States contribution for the first year is \$625,000. To mention the amount is almost an anticlimax. It should not be used as a measure of the undertaking itself. Here is the first international agreement to have emerged from this war. It is perhaps the most characteristic of the kind of world cooperation which is hoped for from the war. And it might well be that after 30 or 40 years people may be able to say that it contributed one of the greatest achievements ever produced by intelligent, concerted action.

HOUSE REPORT NO. 431, SEVENTY-NINTH CONGRESS, FIRST SESSION

The Committee on Foreign Affairs, to whom was referred the joint resolution (H. J. Res. 145) providing for membership of the United States in the Food and Agriculture Organization of the United Nations, having considered the same, report unanimously and favorably thereon with amendments and recommend that the joint resolution do pass.

The proposed committee amendments are as follows:

Section 2, strike out the words "such sums, not to exceed \$1,250,000 annually" and insert in lieu thereof "a sum not exceeding \$625,000 during the first fiscal year of the Organization and sums not exceeding \$1,250,000 annually thereafter."

Insert a new section 3, as follows, and change the numbering of present sections 3 and 4 to 4 and 5, respectively :

"SEC. 3. In adopting this joint resolution, it is the sense of the Congress that the Government of the United States should use its best efforts to bring about, as soon as practicable, the integration of the functions and the resources of the International Institute of Agriculture with those of the Organization, in a legal and orderly manner, to effect one united institution in such form as to provide an adequate research, informational, and statistical service for the industry of agriculture."

BACKGROUND OF THE DEVELOPMENT OF THE FOOD AND AGRICULTURE ORGANIZATION

In February 1943 President Roosevelt invited the United and Associated Nations to a Conference on Food and Agriculture which was held at Hot Springs, Va., in May of the same year. This meeting, and the work of an Interim Commission which grew out of it, resulted in the formulation of a proposed constitution for an organization to be known as the Food and Agriculture Organization of the United Nations. The Hot Springs meeting and the work of the Interim Commission are described at a later point in this report. The Interim Commission submitted the constitution to the 44 nations in August 1944. Since that time 20 nations have announced their intention to accept the constitution and become members of the Organization. They are Australia, Belgium, China, Dominican Republic, Czechoslovakia, Egypt, France, Guatemala, Haiti, Honduras, Iceland, India, Liberia, Mexico, Netherlands, Nicaragua, Norway, Philippines, Poland, and the United Kingdom.

House Joint Resolution 145 provides the authority by which the United States may be added to this list. The joint resolution, which is simple in terms, authorizes the President to accept membership in behalf of the United States, and authorizes the necessary appropriations, not to exceed \$1,250,000 annually, to meet this country's share of the expenses of the Organization.

SCOPE, AIMS, AND STRUCTURE OF THE FOOD AND AGRICULTURE ORGANIZATION

The United Nations Conference on Food and Agriculture at Hot Springs was the direct result of the vision and initiative of President Roosevelt. He believed that there was a special appropriateness in the fact that the first collaborative action of the United States looking beyond the war period should be in a field that affected the welfare of so large a part of the world's population.

The Honorable Marvin Jones, chairman of the American delegation, presided over the Conference. The Conference, meeting in the midst of war, but convinced that it was not too early to start thinking about the long-range problems which

would confront the world after the war, found complete agreement among its members, as expressed in the declaration of the Conference, that—

"There has never been enough food for the health of all people. This is justified neither by ignorance nor by the harshness of nature. Production of food must be greatly expanded; we now have knowledge of the means by which this can be done. It requires imagination and firm will on the part of each government and people to make use of that knowledge.

"The first cause of hunger and malnutrition is poverty. It is useless to produce more food unless men and nations provide the markets to absorb it. There must be an expansion of the whole world economy to provide the purchasing power sufficient to maintain an adequate diet for all. With full employment in all countries, enlarged industrial production, the absence of exploitation, an increasing flow of trade within and between countries, an orderly management of domestic and international investment and currencies, and sustained internal and international economic equilibrium, the food which is produced can be made available to all people.

"The primary responsibility lies with each nation for seeing that its own people have the food needed for life and health; steps to this end are for national determination. But each nation can fully achieve its goal only if all work together.

"The first steps toward freedom from want of food must not await the final solution of all other problems. Each advance made in one field will strengthen and quicken advance in all others. Work already begun must be continued. Once the war has been won, decisive steps can be taken. We must make ready now."

THE INTERIM COMMISSION

In the view of the Conference—

"the successful carrying out of the recommendations of the Conference in the field of production, distribution, and consumption of food and other agricultural products in the post-war period will be the most important prerequisite for the achievement of freedom from want, and requires the creation by the governments and authorities here represented of a permanent organization in the field of food and agriculture."

It therefore recommended that the governments establish a permanent organization in the field of food and agriculture and that as a means to that end it set up an Interim Commission among whose duties should be the formulation and recommendation for consideration by each member government of a specific plan for a permanent organization in these fields. Each of the 44 governments represented at Hot Springs has been represented on the Interim Commission.

THE PROPOSED CONSTITUTION

By August 1944 the Interim Commission, which had established headquarters in Washington, D. C., completed drafting a constitution for the permanent Food and Agriculture Organization. The constitution was then submitted to the governments of the 44 nations represented on the Interim Commission.

In the preamble to the constitution the objectives of the Organization were set forth as follows:

"The nations accepting this constitution, being determined to promote the common welfare by furthering separate and collective action on their part for the purposes of—

"Raising levels of nutrition and standards of living of the peoples under their respective jurisdictions,

"Securing improvements in the efficiency of the production and distribution of all food and agricultural products,

"Bettering the condition of rural populations,

and thus contributing toward an expanding world economy, hereby establish the Food and Agriculture Organization of the United Nations, hereinafter referred to as the "Organization," through which the members will report to one another on the measures taken and the progress achieved in the fields of action set forth above."

Then, in article I, the functions of the Organization were specifically described:

"1. The Organization shall collect, analyze, interpret, and disseminate information relating to nutrition, food, and agriculture.

"2. The Organization shall promote and, where appropriate, shall recommend national and international action with respect to—

- "(a) Scientific, technological, social, and economic research relating to nutrition, food, and agriculture;
- "(b) The improvement of education and administration relating to nutrition, food, and agriculture, and the spread of public knowledge of nutritional and agricultural science and practice;
- "(c) The conservation of national resources and the adoption of improved methods of agricultural production;
- "(d) The improvement of the processing, marketing, and distribution of food and agricultural products;
- "(e) The adoption of policies for the provision of adequate agricultural credit, national and international;
- "(f) The adoption of international policies with respect to agricultural commodity arrangements.

"3. It shall also be the function of the Organization—

- "(a) To furnish such technical assistance as governments may request;
- "(b) To organize, in cooperation with the governments concerned, such missions as may be needed to assist them to fulfill the obligations arising from their acceptance of the recommendations of the United Nations Conference on Food and Agriculture; and
- "(c) Generally to take all necessary and appropriate action to implement the purposes of the Organization as set forth in the preamble."

At a later point it is stated explicitly that fish and forest products lie within the scope of the Organization's activities, equally with farm products. Article XVI of the constitution states:

"In this Constitution the term 'agriculture' and its derivatives include fisheries, marine products, forestry, and primary forestry products."

RELATIONSHIP TO WORLD SECURITY

Raising world-wide levels of nutrition generally, and improving living conditions of the vast numbers of people engaged in the production of food and agricultural products are by their very nature objectives worthy of the sincerest efforts that nations can make through the Food and Agriculture Organization toward their furtherance. In addition, however, the work of the Food and Agriculture Organization can bear a significant relationship to the whole board effort to attain world security and prosperity.

The responsibilities which its proposed constitution assigns to the Food and Agriculture Organization have a close connection with the aims and functions of the world organization which this country and the other United Nations will seek to establish at the Conference that will open at San Francisco later this month. The future effectiveness of the Food and Agriculture Organization will in a large measure be determined by the extent of world collaboration along other lines. But the success of all measures taken by a world organization will in the long run be importantly influenced by the extent to which the world's people are better fed and to which living conditions of the world's food and agriculture producers are improved.

Thus far, most discussions of the proposed world organization have been concerned with its possibilities for suppressing aggression or of preventing it after overt signs appear. In reality, those responsibilities constitute only part of the task which the world organization must perform if it is to live up to expectations. The other half of the task is to reduce or wipe out the conditions that breed and nurture the spirit of aggression.

As Secretary of State Stettinius said in his statement submitted to this committee April 12: "Hunger, poverty, disease, and ignorance are conditions that give aggressors their chance." No lasting peace is possible until the nations of the world work together successfully to reduce the underlying social and economic causes of aggression and war, or, if possible, to remove them entirely. The prosperity of this country, as well as the peace of the world, is at stake. Without economic collaboration and improved levels of living and of production throughout the world, or at least in most of it, the maintenance and improvement of production and levels of living in the United States will be impossible. We cannot hope to have prosperity in this country if the other countries are sunk in depression.

The proposed Food and Agriculture Organization, by providing the nations of the world a new means of working together to improve the efficiency of food and agricultural production and distribution, the living conditions of food and agricultural producers, and the levels of consumption of users of those products, can make a great contribution to world security in an important economic sphere.

HOW THE PROPOSED ORGANIZATION WOULD OPERATE

Primarily, the proposed Food and Agriculture Organization would be a worldwide instrumentality for pooling the best knowledge and experience relating to nutrition, agricultural production and marketing, and the best use of farm, fishery, and forestry resources.

The organization would afford a forum for discussing all manner of problems relating to both policy and practice in the fields of food and agriculture. Also, the permanent staff of the Organization would continually be collecting, analyzing, and disseminating statistical and technical information so that discoveries made and methods developed in any one part of the world may be utilized for the benefit of people everywhere in as short a time as possible.

The organization has no authority over the governments of its members. It is strictly a fact-finding and advisory body. Therefore, the Organization will not in itself take action to put any of its recommendations into effect, or to actually utilize any of the new information which it makes available to its members. Those are things which will be done by the individual governments or their citizens.

This unspectacular approach to its task can, nevertheless, make the Organization a most effective instrument. Adding to the body of human knowledge and exchanging views on new discoveries have been at the root of all improvement of mankind's material welfare.

STRUCTURE OF THE ORGANIZATION

As provided in its proposed constitution, the Food and Agriculture Organization has an extremely simple structure. There is to be a representative conference, an executive committee, a director general, and a permanent staff. In the representative council each nation, whether it be large or small, has 1 vote. Each of the 44 countries that were represented at the Hot Springs Conference and on the Interim Commission may become members of the permanent organization simply upon accepting its constitution. Other countries may be admitted upon the concurrence of two-thirds of the Organization's total membership.

The representative conference will meet at least annually, and the representative of each of the member nations may be assisted by alternatives, associates, and advisers. Provision is made for a small executive committee of not less than 9 nor more than 15 members to carry on certain work which the conference may delegate to it. Certain powers, however, such as those of amending the constitution, determining relationships to the general international organization, and the admission of new members are specifically reserved to the whole Conference.

The director general will be the principal official of the Organization and will supervise the day-to-day work of the permanent staff.

RELATIONSHIP WITH OTHER ORGANIZATIONS

Eventually the Food and Agriculture Organization will be a medium of collaboration among the members of governments. In addition, however, the constitution of the Organization has provided for cooperation between the Food and Agriculture Organization and other specialized international organizations whose responsibilities are related. As it has been pointed out, the aims of the Food and Agriculture Organization in its particular fields are identical with the broad economic objectives of the world organization to be shaped at San Francisco. Thus, provision has been made for the Food and Agriculture Organization, without in any way losing its identity, to constitute a part of the general international organization. Naturally the details of such an arrangement remain to be worked out later. It is plain, however, that the work of the Food and Agriculture Organization should be integrated with that of the projected Economic and Social Council of the United Nations organization.

Section 4 of the House Joint Resolution 145 expresses the understanding of the Congress that the provision of the constitution, which authorizes arrangements bringing the Food and Agriculture Organization into the framework of the gen-

eral world organization, does not authorize the Conference of the Food and Agriculture Organization to modify the provisions of its constitution in a manner which would involve any new obligations on the part of the United States.

In the matter of relationship with other international organizations, one situation requires special attention. This is the relationship between the Food and Agriculture Organization and the International Institute of Agriculture at Rome. That Institute, in which the United States has held membership since 1907, has always had a more limited scope than is projected for the Food and Agriculture Organization. It has been limited both in the scale of its operations and in its concepts of the total problem of welfare of both the producers and consumers of food. From the outbreak of war until the liberation of Rome it was an Axis captive and its activities and staff withered away. The Committee on Foreign Affairs has examined this problem and finds itself in agreement that it will be more desirable to make a fresh start than to try to patch up and rebuild the International Institute. At the same time the committee is of the opinion that the very considerable good which has been accomplished by the Institute in times past should not be disregarded, and that arrangements should be worked out for absorbing its functions and its physical resources, which are largely confined to its library, into the new Food and Agriculture Organization. The testimony of the representatives of the various executive departments clearly indicated that this Government is actively aware of these problems and is prepared, in consultation with the other members of the International Institute, to work out the most appropriate means for effecting this absorption. Clearly this cannot be effectively undertaken until such time as the Food and Agriculture Organization has come into being.

A new section 3 is proposed in a committee amendment to the bill, based on a suggestion made by Mr. A. S. Goss, master, the National Grange, that it be declared the sense of the Congress that the functions and resources of the International Institute of Agriculture be integrated with those of the Organization as soon as practicable.

OBLIGATION OF MEMBERSHIP

Membership in the Food and Agriculture Organization entails few obligations on the part of participating nations, and those few are simple.

The first of the four requirements is that member nations make periodic reports on their activities in the fields of food and agriculture. These reports will be similar to those customarily made by the members of any international organization. Much of this responsibility could be discharged by making available to the Food and Agriculture Organization the great volume of statistical material normally produced for publication in this country. Occasionally special studies might also be needed by the Food and Agriculture Organization.

Second, each member nation would be required to contribute a proportionate share of the Organization's budget. For the first year the total budget of the Food and Agriculture Organization will be \$2,500,000. This country's share of that is 25 percent, or \$625,000. During subsequent years, it is believed that the annual budget of the Organization may be in the neighborhood of \$5,000,000. Consequently, House Joint Resolution 145 would authorize the appropriation of annual sums, not to exceed \$1,250,000, that may be required as this Government's contribution to the expenses of the Organization. The committee amendment clarifies the intent that for the first fiscal year of the Organization, this Government's contribution is not to exceed \$625,000.

Third, each member government would be required to accord the Organization and its staff whatever diplomatic privileges are possible under its constitutional procedures. This is a question which the United States Government will doubtless consider in connection with other international organizations, as well as with the Food and Agriculture Organization. It seems likely that Congress will want to take up this subject as a whole rather than in the light of one particular organization.

Fourth, there is a requirement that the member nations respect the international character of the Organization's staff by not attempting to influence any of their nationals who may be selected for service on the staff.

SAFEGUARDS AS TO FURTHER OBLIGATIONS

Under the provisions of paragraph 1 of article XX of the constitution no amendment involving new obligations for member nations becomes effective until concurred in by a two-thirds majority of all members of the Conference and takes effect only on acceptance by two-thirds of the member nations and

only for each member nation accepting the amendment. In other words, no new obligation for the United States can be created except upon the express acceptance of such an amendment by this Government. Paragraph 3 of House Joint Resolution 145 further makes clear that no such amendment is to be accepted on behalf of the United States under this paragraph unless the Congress by law authorizes such action.

WITNESSES HEARD AND BRIEFS FILED

Among the witnesses who appeared and testified in the committee hearings on the resolution were the Secretary of Agriculture, the Honorable Claude R. Wickard; the War Food Administrator, the Honorable Marvin Jones; Assistant Secretary of State Dean Acheson, and Surg. Gen. Thomas Parran. In addition, statements were filed with the committee by the Secretary of State, the Honorable Edward R. Stettinius, and by Assistant Secretary of State William L. Clayton. Numerous organizations presented their views either through appearances or statements filed with the committee.

The record before the committee demonstrates a remarkable unanimity of opinion strongly favoring the resolution on behalf of Government, farm, labor, industry, and welfare and educational organizations.

EXCERPTS FROM STATEMENTS OF WITNESSES

Secretary of Agriculture Claude R. Wickard:

"First of all, let me say that I am heartily in favor of this country's participation in the proposed Food and Agriculture Organization. * * *

"Two-thirds of the world's people get their living from food production. Two-thirds of the world's people—including great numbers of the food producers themselves—never have had enough to eat. Likewise, vast numbers of people who produce food—including many who turn out large amount of it efficiently—have had to struggle along at or below the edge of poverty.

"The best answer begins with another question: What will be the greatest need after the war for farmers in the well-developed, highly efficient food-producing countries like our own? That need, undoubtedly, will be for profitable markets for the great volume of products they are capable of turning out. Finding such outlets must be the core of any really effective farm policy.

"Every advance in raising levels of nutrition, clothing, and housing anywhere in the world is a distinct gain for producers of food, fiber, and forest products. It is the only course that holds any real promise. In the years between the First and Second World Wars, the great agricultural producing nations tried another tack. For the most part they were much more interested in enlarging their own shares of existing markets than in increasing total world consumption. By now everyone is heartily sick of that approach.

"The basic aim of the Food and Agriculture Organization would be to find ways of increasing the consumption of food and other agricultural products by methods that would benefit producers equally with consumers."

Secretary of State Edward R. Stettinius, Jr.:

"I look with high hope upon the results which can be achieved by the Food and Agriculture Organization, provided that the United States and the other United Nations establish it promptly and give it their full support. Great advances have been made in recent years in the science of nutrition and in methods of agricultural production and conservation, which make it possible today, for the first time in history, to produce enough of the right kinds of food for everybody. We have yet to learn, however, how to apply this new knowledge so that the fear of hunger and famine can ultimately be banished from the earth.

"I regard it as essential to the future security and well-being of the United States, as well as of the rest of the world, that we make a beginning toward this objective through the Food and Agriculture Organization. We shall not be able to attain the high levels of employment in this country which will assure to every American child the good food he needs and to every American farmer the decent living conditions which he should have if other peoples in the world are so hungry and impoverished that they cannot trade with us on a mutually profitable basis. Nor can we prevent the rise of some future dictator whose aggressions would plunge the United States and the rest of the world into another and disastrous war unless real progress is made in the next decade toward advancing the food and agricultural standards of all peoples."

The Honorable Marvin Jones, War Food Administrator:

"After studying the purposes and aims of the Food and Agriculture Organization, as set forth in its constitution, it seems to me that we could readily agree that

they merit our support. I don't see personally how the people of this Nation can afford to forfeit this opportunity to join hands with the people of the other lands in this great cause. This organization—an avowed purpose of which is to promote improvements in the efficiency of production and distribution of food and agricultural products—seems to me to be worthy of our membership.

"I think it would be fine if the Food and Agriculture Organization could become the first functional organization for world security and betterment to go into operation in this war period."

IMPORTANCE OF AN EARLY START

For the first time in the history of the world the ancient hopes for enough food for all, and for adequate livings for food and forestry producers, are within the bounds of reality.

Up to now, mankind has been indifferently successful in its struggle for food. While many millions have had enough, even more millions have had too little, and many have starved. At the same time, many of the producers of farms, fisheries, and forests have eked out the barest kind of living, even in the midst of abundant production.

Recent discoveries and developments have made it possible for all people, under the right conditions, to achieve freedom from hunger, which is the first and greatest step toward freedom from want. Other developments have shown the possibility of better living levels for food and agriculture producers.

Collaboration among nations can do much to bridge the gap between what we now know how to do and what we hope to achieve. Without earnest and untiring collaboration, it will not be possible to bridge the gap. The Food and Agriculture Organization offers a means for nations to work together to bring about more abundant production everywhere, and to use that abundance for the greater welfare of producers and consumers.

The Hot Springs Conference has been called the first of the peace conferences of the Second World War. The Food and Agriculture Organization can be the first of the specialized world instruments for making the peace worth keeping.

Collaboration through a permanent Food and Agriculture Organization should be begun as soon as possible. The need for helping the war-devastated nations help themselves is pressing. Even more pressing, if possible, is the need for breaking new paths toward greater production and fuller use of food and agriculture products before the nations of the world slip back after this war into the same blind alleys into which they fell after the last world conflict.

STATEMENT OF LELIA MASSEY, EXECUTIVE SECRETARY OF THE AMERICAN HOME ECONOMICS ASSOCIATION, IN SUPPORT OF MEMBERSHIP OF THE UNITED STATES IN THE FOOD AND AGRICULTURE ORGANIZATION PRESENTED TO THE SENATE COMMITTEE ON FOREIGN AFFAIRS ON BEHALF OF THE AMERICAN HOME ECONOMICS ASSOCIATION

The objective of the American Home Economics Association is stated in its constitution as "the development and promotion of standards of home and family life that will best further individual and social welfare."

Our support of the Food and Agriculture Organization stems from our concern for family welfare both here and abroad. Home economists recognize that families within the United States cannot long remain secure if families in other lands are in want.

The avowed goals of the Food and Agriculture Organization—raising the nutritional level of the population of the Allied Nations and improving the efficiency of agricultural production and distribution—of course, have our whole-hearted approval. No one knows better than our members—our home economists, our nutritionists, our dietitians, our social welfare, and public health workers—the far reaching and beneficent results of good nutritional status, the far reaching and evil effects of a population long malnourished. You won't find among home economists many skeptics when people make such statements as this: "The half-starved children of Germany in the First World War became the storm troopers of the Second World War." Home economists are aware also that improved nutrition can hardly be achieved without a sound food economy, without improvement in agricultural production and distribution.

Therefore, the activities of the League of Nations in the field of health (which in the thirties paved the way for the present proposals) had our sympathy and our support. In fact, one of our members, Dr. Hazel K. Stiebeling, now chief

of the bureau of human nutrition and home economics, assisted the technical staff of the League's health section.

Home economists have been interested observers of the various steps in the development of the Food and Agriculture Organization, and have kept themselves informed of its progress. The official organ of the association, the Journal of Home Economics, has reported regularly upon its progress. Among articles in that journal have been one by Louise Stanley entitled, "Toward Freedom From Want," reporting the Hot Springs Conference and another in our February 1945 issue by Howard S. Pickett, "Since Hot Springs," reporting developments up to January of this year.

Last summer at our annual business meeting the Food and Agriculture Organization was specifically endorsed in one of the resolutions approved at that meeting: *Resolved * * ** That the American Home Economics Association endorse the principles recommended by the United Nations Conference on Food and Agriculture.

If the Congress of the United States adds this Nation to the list of those who are members of the Food and Agriculture Organization, as it surely will, their vote of approval will be heartily applauded by members of the American Home Economics Association.

AMERICAN HOME ECONOMICS ASSOCIATION PROGRAM OF WORK FOR 1944-45, ADOPTED JUNE 1944 AT THE ANNUAL MEETING IN CHICAGO

Home economics has as its objective the continued improvement in living for all families, the world over.

To achieve this end, the American Home Economics Association and its members will pursue five major lines of work:

1. Interpret the functions of family life in a democratic society and help families to perform these functions with increasing success and satisfaction.

This means helping families: * * *

(c) To understand better the interrelationships between individuals and families throughout the world; to learn how to participate more effectively in cooperative efforts to further the well-being of all people.

2. Participate in social action, in cooperation with business, labor, educational, health, and welfare groups striving to provide: * * *

(c) Improvements in production and distribution of goods * * *

3. Promote better living levels for families in other countries through—

(A) Cooperation with organizations both at home and abroad in programs leading toward adequate living levels the world over.

In its wartime and postwar program, the American Home Economics Association will—

1. Participate actively in Government programs designed to win the war and strengthen the peace * * *

3. Support programs to aid families in liberated countries.

Report of the Resolutions Committee A, presented at and accepted by the members in their business meeting, June 1944:

Resolution No. 8 "Whereas food production, distribution, and use have not been sufficiently motivated in the past by concern for the health of our citizens; therefore, *Resolved * * ** That the American Home Economics Association endorse the principles recommended by the United Nations Conference on Food and Agriculture.

**THE NATIONAL FEDERATION OF BUSINESS
AND PROFESSIONAL WOMEN'S CLUBS, INC.,
New York, N. Y.**

**STATEMENT OF GERTRUDE H. AUSTIN, NATIONAL LEGISLATION CHAIRMAN,
ON THE FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED
NATIONS**

The National Federation of Business and Professional Women's Clubs, Inc., adopted the following item on its legislative program for 1945:

"Support of participation by the United States of America in an international and security and support of a foreign policy embracing international social development organization with adequate enforcement machinery for the maintenance of peace, economic and financial stability, and the peaceful settlement of international disputes."

Our federation endorses support of House Joint Resolution 145, providing for membership of the United States in the Food and Agriculture Organization of the United Nations, because:

1. We believe that this specialized international organization concerned with food and agriculture is needed now to help war-devastated nations help themselves.
 2. We believe the Food and Agriculture Organization as an international fact-finding, research, and advisory body, can improve the efficiency in production and distribution of food and agriculture and thereby benefit all producers and consumers.
 3. We believe that through such economic collaboration nations can reduce and eliminate some of the basic economic causes for war.
-

STATEMENT OF PHILIP MURRAY, PRESIDENT, CONGRESS OF INDUSTRIAL ORGANIZATIONS, TO COMMITTEE ON FOREIGN AFFAIRS, HOUSE OF REPRESENTATIVES, ON MEMBERSHIP OF THE UNITED STATES IN THE FOOD AND AGRICULTURAL ORGANIZATION OF THE UNITED STATES

House Joint Resolution 145 has the wholehearted support of the Congress of Industrial Organizations.

It must have, I am sure, the support of everyone who is determined that this war shall not have been fought in vain, and of everyone who is prepared to work for, and thereafter to work with, a program of international peace and collaboration to make this the last war men will fight.

Victory we shall win by force of arms. We shall achieve peace only as we create it through common effort expended upon the common problems of the people of the world. We shall preserve that peace only as we continue to work together. The vast knowledge and skill the people of the world possess must be put to work in the service of a high standard of living for the people of every nation.

President Roosevelt, with his far-sighted vision of the peace this war must make possible, gave recognition 2 years ago to the basic importance of food and agriculture in the construction and preservation of that peace. More than a year before we were prepared to set the feet of our soldiers upon fortress Europe, and while the Philippines still were inaccessible over a far horizon, the President called together the international conference at Hot Springs which is to become, we must believe, the laying of the first stone of a permanent peace structure for all the world.

Enough food for every person in every family is a primary goal of this peace. Civilization cannot go forward unless everywhere people can be sure they shall be well fed. That assurance must rest upon a sound pattern of agriculture in every country. It must be carried out through international exchange of knowledge and through international trade that is mutually beneficial.

The constitution which the interim commission has drafted pursuant to the direction of the Hot Springs Conference recognizes the responsibility of nations, and of nations working together, to make it possible for all people to be well fed.

Recognition of that responsibility is a great step forward. The world's knowledge and the world's resources are fully equal to the task of discharging it. We must find the way. As stated by Howard R. Tolley and Leroy D. Stinebower, our representative and alternate on the interim commission, the Food and Agriculture Organization is "a perpetual international reminder that facts and statistics and advice must find ultimate expression in human betterment."

Labor knows well that it cannot pursue its goal of higher living standards for all in America without regard to living standards elsewhere. The Congress of Industrial Organizations has shown its keen interest in living standards of workers in other lands. It has joined in establishing a world labor organization. It has sent emissaries and has received reports on living standards, and especially food supplies, in Bolivia and Italy. Its affiliated International Union of Fishermen and Allied Workers knows by experience the need for international collaboration in the food-production activity in which its members are engaged.

On behalf of millions in our own country and in other lands who have never known the security of sure and satisfactory supplies of food within their homes, and on behalf of the men and women who have fought this war, I urge your approval of this measure which recognizes that we can put an end to hunger forever and sets our feet upon the path with others toward that bright objective.

INDEX

	Page
Aheeson, Hon. Dean, Assistant Seeretary of State, statement by-----	22
Austin, Mrs. Gertrude H., statement by-----	76
Boudreau, Dr. Frank G., Chairman, Food and Nutrition Board, National Research Couneil, statement by-----	56
Boureher, Chaneclor C. S., president, Assoeiation of Land-Grand Colleges and Universities, Lincoln Nebr., telegram from-----	36
Cavert, Samuel McCrea, general seeretary, the Federal Counceil of Churches of Christ in America, letter from-----	36
Clayton, Hon. William L., Assistant Seeretary of State:	
Letter from-----	32
Statement by-----	33
Eisenhower, M. S., president, Kansas State College of Agrieulture and Applied Science, letter from-----	36
Goss, Albert S., master, the National Grange, Washington, D. C., statement by-----	65
Hines, Lewis G., representing Ameriean Federation of Labor, statement by-----	59
House Joint Resolution 145, text of-----	1
Jones, Hon. Marvin, Administrator, War Food Administration:	
Address delivered at opening plenary session, May 17, 1943-----	63
Statement by-----	14
Massey, Lelia, executive seeretary, American Home Eeconomics Assoeiation, Washington, D. C., statement by-----	75
Murray, Philip, president, Congress of Industrial Organizations, Washington, D. C., statement by-----	77
O'Neal, Edward A., president, Ameriean Farm Bureau, statement by-----	47
Parran, Dr. Thomas, Surgeon General of the United States Public Health Service, statement by-----	38
Report by House Foreign Affairs Committee on House Joint Resolution 145-----	69
Stettinius, Hon. Edward R., Seeretary of State, statement by-----	19
Stevens, H. B., director, cooperative extension work in agrieulture and home economics, State of New Hampshire, Durham, N. H., letter from-----	37
Strauss, Anna Lord, president, National League of Women Voters-----	61
Swing, Raymond Gram, the Blue Network of the Ameriean Broadcasting Co., Washington, D. C., statement by-----	67
Walton, A. J., superintendent, division of home missions and church extension of the board of missions and church extension of the Methodist Chureh, New York City, letter from-----	37
Welt, Mildred G., national president, National Council of Jewish Women, Inc., New York City:	
Letter from-----	35
Statement by-----	35
Wiekard, Hon. Claude R., Seeretary of Agrieulture, statement by-----	2





- 5 -

recede and concur with an amendment to the ~~Senate~~ amendment providing for GAO audit of Government corporations provided that, unless otherwise provided by law, no corporation funds shall be used to pay the cost of any private audit of the financial records of the offices of such corporation (p. 3560).

7. NAVAL APPROPRIATION BILL, 1946. Began debate on this bill, H.R. 2907 (pp. 3562-84).
8. TREASURY-POST OFFICE APPROPRIATION BILL, 1946. Received the conference report on this bill, H.R. 2252 (p. 3553). The conference report provides \$10,000 for the salary of the Fiscal Assistant Secretary of the Treasury; reduces the appropriation for disposal of surplus property by the Procurement Division from \$15,000,000 to \$14,999,000, (as proposed by the Senate); and eliminates the language proposed by the Senate, to prevent expenditure by the Procurement Division of appropriation for disposal of surplus property until such Division is authorized by the Surplus Property Board to dispose of particular lots or categories of surplus property.
9. COLUMBIA RIVER AUTHORITY. Rep. Horan, Wash., discussed H.R. 2923, providing for the development of the Columbia River (pp. 3584-6).
10. GRAIN TRANSPORTATION. Rep. Rees, Kans., urged that something be "done promptly" to relieve the boxcar situation for grain transportation (p. 3584).
11. FOOD AND AGRICULTURE ORGANIZATION. Foreign Affairs Committee reported H.J. Res. 145, providing for U.S. membership in the Food and Agriculture Organization of the United Nations (H. Rept. 431) (p. 3596).

BILLS INTRODUCED

12. RENEGOTIATION. S. 890, by Sen. McKellar, Tenn.; to extend through Dec. 31, 1945, the termination date under the Renegotiation Act. To Finance Committee. (p. 3525.)
13. FORESTRY; RESEARCH. S. 893, by Sen. Brewster, Maine (for himself; Sens. Russell, Ga.; Morse, Oreg.; and Chavez, N. Mex.), to provide for establishing and maintaining regional forest products laboratories in the northeastern, northwestern, southwestern, and southeastern regions of the U. S. To Agriculture and Forestry Committee. (p. 3525.)
14. RECLAMATION. S. 894, by Sen. Murdock, Utah; to authorize the construction of certain Federal reclamation works in the upper basin of the Colo. River. To Irrigation and Reclamation Committee. Remarks of author. (pp. 3533-35.)
15. PERSONNEL; RETIREMENT. S. 896, by Sen. Morse, Oreg., to amend the Civil Service Retirement Act. To Civil Service Committee. (p. 3525.)
16. SURPLUS PROPERTY. S. 898, by Sen. Maybank, S. C., to amend the Surplus Property Act of 1944 with respect to the report to Congress on surplus plants. To Military Affairs Committee. (p. 3525.)
17. PERSONNEL. H. R. 2939, by Rep. Randolph, W. Va., to prevent discrimination against blind persons and persons with impaired visual acuity in the administration of the civil service laws and rules. To Civil Service Committee. (p. 3586.)
18. RESEARCH. H. R. 2946, by Rep. May, Ky., "authorizing appropriations for a permanent program of scientific research in the interest of national security." To Military Affairs Committee. (p. 3587.)

19. TAXATION. H. J. Res. 156, by Rep. Coffee, Wash., to create a Commission on Tax Integration. To Rules Committee. (p. 3587.)
20. PERSONNEL; RETIREMENT. H. R. 2948, by Rep. Rees, Kans., to amend the Civil Service Retirement Act so as to exempt annuity payments under such act from taxation. To Civil Service Committee. (p. 3587.)
21. VETERANS. H. R. 2942, H. R. 2949, H. R. 2950.

ITEMS IN APPENDIX

22. GRAIN TRANSPORTATION. Speech in the House by Rep. Carlson, Kans., including a Calif. Lumber Merchant article, criticizing a lumber shipment of Surplus Property Office as "shedding some light" on the boxcar shortage for grain transportation (p. A1931).
23. TARIFFS. Rep. Jonkman, Mich., inserted an American Tariff League summary and comment on U. S. tariffs (pp. A1932-4).
24. LANDS; EDUCATION; VETERANS. Rep. Hays, Ark., inserted an Ark. Legislature resolution on the conveyance of the Lake Dick Plantation Project (Ark.) to the agricultural school for negroes for use in agricultural education and training and urging that FSA lands suitable for agriculture be held for veterans' preference (pp. A1939-40).
25. RESEARCH; ECONOMY. Extension of remarks of Rep. Randolph, W. Va., favoring H. R. 2937, providing for the continuous study of the social and economic aspects of scientific and technological developments (p. A1940).
26. RECLAMATION; VETERANS. Extension of remarks of Rep. Murdock, Ariz., favoring H. R. 520 and H. R. 2742, giving preference to veterans on newly irrigated lands (p. A1944).
27. FARM MACHINERY. Rep. Tarver, Ga., inserted L. T. Crowley's (FEA Administrator) letter on lend-lease and commercial exports of farm machinery (pp. A1944-5).
28. MEXICAN WATER TREATY. Extension of remarks of Rep. Murdock, Ariz., favoring the ratification of this Treaty (pp. A1947-8).

COMMITTEE HEARINGS Released by G.P.O.

29. APPROPRIATIONS. H. R. 2907, naval appropriation bill, 1946. H. Appropriations Committee.

- o -

For supplemental information and copies of legislative material referred to, call Ext. 4654, or send to Room 112 Adm. Arrangements may be made to be kept advised, routinely, of developments on any particular bill.

- o -

COMMITTEE HEARINGS ANNOUNCEMENTS for Apr. 19: S. Banking and Currency, corporation control legislation; S. Commerce, MVA bill; S. Education and Labor, Federal aid to education; S. Agriculture, (ex.) S. 89, the Lucas bill for rural electrification projects; S. Interstate Commerce, grain-car shortage; H. Agriculture, school-lunch program; H. Banking and Currency, Bretton Woods monetary agreement; H. Flood Control, report on Red River; H. Irrigation, settling of veterans on Reclamation Bureau lands; H. Rules, FEPC.

- o -

79TH CONGRESS
1ST SESSION

Union Calendar No. 104

H. J. RES. 145

[Report No. 431]

IN THE HOUSE OF REPRESENTATIVES

MARCH 27, 1945

Mr. BLOOM introduced the following joint resolution; which was referred to the Committee on Foreign Affairs

APRIL 18, 1945

Reported with amendments, committed to the Committee of the Whole House on the state of the Union, and ordered to be printed

[Omit the part struck through and insert the part printed in italic]

JOINT RESOLUTION

Providing for membership of the United States in the Food and Agriculture Organization of the United Nations.

1 *Resolved by the Senate and House of Representatives*
2 *of the United States of America in Congress assembled,*
3 *That the President is hereby authorized to accept member-*
4 *ship for the United States in the Food and Agriculture*
5 *Organization of the United Nations (hereinafter referred*
6 *to as the "Organization") the Constitution of which is set*
7 *forth in appendix I of the First Report to the Governments*
8 *of the United Nations by the Interim Commission on Food*
9 *and Agriculture, dated August 1, 1944.*

1 SEC. 2. There is hereby authorized to be appropriated,
2 out of any money in the Treasury not otherwise appropri-
3 ated, such sums, ~~not to exceed \$1,250,000 annually, a sum~~
4 *not exceeding \$625,000 during the first fiscal year of the*
5 *Organization and sums not exceeding \$1,250,000 annually*
6 *thereafter* as may be required for expenditure under the
7 direction of the Secretary of State, for the payment by the
8 United States of its proportionate share in the expenses of
9 the Organization.

10 SEC. 3. In adopting this joint resolution, it is the sense
11 of the Congress that the Government of the United States
12 should use its best efforts to bring about, as soon as practicable,
13 the integration of the functions and the resources of the Inter-
14 national Institute of Agriculture with those of the Organiza-
15 tion, in a legal and orderly manner, to effect one united
16 institution in such form as to provide an adequate research,
17 informational, and statistical service for the industry of agri-
18 culture.

19 SEC. 3 4. Unless Congress by law authorizes such
20 action, neither the President nor any person or agency shall
21 on behalf of the United States accept any amendment under
22 paragraph 1 of article XX of the Constitution of the Orga-
23 nization involving any new obligation for the United States.

24 SEC. 4 5. In adopting this joint resolution the Con-
25 gress does so with the understanding that paragraph 2 of

1 article XIII does not authorize the Conference of the Organ-
2 ization to so modify the provisions of its Constitution as to
3 involve any new obligation for the United States.

79TH CONGRESS
1ST SESSION

H. J. RES. 145

[Report No. 431]

JOINT RESOLUTION

Providing for membership of the United States
in the Food and Agriculture Organization
of the United Nations.

By Mr. Bloom

MARCH 27, 1945

Referred to the Committee on Foreign Affairs

APRIL 18, 1945

Reported with amendments, committed to the Committee of the Whole House on the state of the Union, and ordered to be printed

FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS

APRIL 18, 1945.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. LUTHER A. JOHNSON, from the Committee on Foreign Affairs,
submitted the following

R E P O R T

[To accompany H. J. Res. 145]

The Committee on Foreign Affairs, to whom was referred the joint resolution (H. J. Res. 145) providing for membership of the United States in the Food and Agriculture Organization of the United Nations, having considered the same, report unanimously and favorably thereon with amendments and recommend that the joint resolution do pass.

The proposed committee amendments are as follows:

Section 2, strike out the words "such sums, not to exceed \$1,250,000 annually" and insert in lieu thereof "a sum not exceeding \$625,000 during the first fiscal year of the Organization and sums not exceeding \$1,250,000 annually thereafter."

Insert a new section 3, as follows, and change the numbering of present sections 3 and 4 to 4 and 5, respectively:

SEC. 3. In adopting this joint resolution, it is the sense of the Congress that the Government of the United States should use its best efforts to bring about, as soon as practicable, the integration of the functions and the resources of the International Institute of Agriculture with those of the Organization, in a legal and orderly manner, to effect one united institution in such form as to provide an adequate research, informational, and statistical service for the industry of agriculture.

BACKGROUND OF THE DEVELOPMENT OF THE FOOD AND AGRICULTURE ORGANIZATION

In February 1943 President Roosevelt invited the United and Associated Nations to a Conference on Food and Agriculture which was held at Hot Springs, Va., in May of the same year. This meeting,

and the work of an Interim Commission which grew out of it, resulted in the formulation of a proposed constitution for an organization to be known as the Food and Agriculture Organization of the United Nations. The Hot Springs meeting and the work of the Interim Commission are described at a later point in this report. The Interim Commission submitted the constitution to the 44 Nations in August 1944. Since that time 20 nations have announced their intention to accept the constitution and become members of the Organization. They are Australia, Belgium, China, Dominican Republic, Czechoslovakia, Egypt, France, Guatemala, Haiti, Honduras, Iceland, India, Liberia, Mexico, Netherlands, Nicaragua, Norway, Philippines, Poland, and the United Kingdom.

House Joint Resolution 145 provides the authority by which the United States may be added to this list. The joint resolution, which is simple in terms, authorizes the President to accept membership in behalf of the United States, and authorizes the necessary appropriations, not to exceed \$1,250,000 annually, to meet this country's share of the expenses of the Organization.

SCOPE, AIMS, AND STRUCTURE OF THE FOOD AND AGRICULTURE ORGANIZATION

The United Nations Conference on Food and Agriculture at Hot Springs was the direct result of the vision and the initiative of President Roosevelt. He believed that there was a special appropriateness in the fact that the first collaborative action of the United Nations looking beyond the war period should be in a field that affected the welfare of so large a part of the world's population.

The Honorable Marvin Jones, chairman of the American delegation, presided over the Conference. The Conference, meeting in the midst of war, but convinced that it was not too early to start thinking about the long-range problems which would confront the world after the war, found complete agreement among its members, as expressed in the declaration of the Conference, that—

There has never been enough food for the health of all people. This is justified neither by ignorance nor by the harshness of nature. Production of food must be greatly expanded; we now have knowledge of the means by which this can be done. It requires imagination and firm will on the part of each government and people to make use of that knowledge.

The first cause of hunger and malnutrition is poverty. It is useless to produce more food unless men and nations provide the markets to absorb it. There must be an expansion of the whole world economy to provide the purchasing power sufficient to maintain an adequate diet for all. With full employment in all countries, enlarged industrial production, the absence of exploitation, an increasing flow of trade within and between countries, an orderly management of domestic and international investment and currencies, and sustained internal and international economic equilibrium, the food which is produced can be made available to all people.

The primary responsibility lies with each nation for seeing that its own people have the food needed for life and health; steps to this end are for national determination. But each nation can fully achieve its goal only if all work together.

The first steps toward freedom from want of food must not await the final solution of all other problems. Each advance made in one field will strengthen and quicken advance in all others. Work already begun must be continued. Once the war has been won decisive steps can be taken. We must make ready now.

THE INTERIM COMMISSION

In the view of the Conference—

the successful carrying out of the recommendations of the Conference in the field of production, distribution, and consumption of food and other agricultural products in the post-war period will be the most important prerequisite for the achievement of freedom from want, and requires the creation by the governments and authorities here represented of a permanent organization in the field of food and agriculture.

It therefore recommended that the governments establish a permanent organization in the field of food and agriculture and that as a means to that end it set up an Interim Commission among whose duties should be the formulation and recommendation for consideration by each member government of a specific plan for a permanent organization in these fields. Each of the 44 governments represented at Hot Springs has been represented on the Interim Commission.

THE PROPOSED CONSTITUTION

By August 1944 the Interim Commission, which had established headquarters in Washington, D. C., completed drafting a constitution for the permanent Food and Agriculture Organization. The constitution was then submitted to the governments of the 44 nations represented on the Interim Commission.

In the preamble to the constitution the objectives of the Organization were set forth as follows:

The nations accepting this constitution, being determined to promote the common welfare by furthering separate and collective action on their part for the purposes of—

Raising levels of nutrition and standards of living of the peoples under their respective jurisdictions;

Securing improvements in the efficiency of the production and distribution of all food and agricultural products;

Bettering the condition of rural populations,

and thus contributing toward an expanding world economy, hereby establish the Food and Agriculture Organization of the United Nations, hereinafter referred to as the "Organization," through which the members will report to one another on the measures taken and the progress achieved in the fields of action set forth above.

Then, in article I, the functions of the Organization were specifically described:

1. The Organization shall collect, analyze, interpret, and disseminate information relating to nutrition, food, and agriculture.

2. The Organization shall promote and, where appropriate, shall recommend national and international action with respect to—

(a) Scientific, technological, social, and economic research relating to nutrition, food, and agriculture;

(b) The improvement of education and administration relating to nutrition, food, and agriculture, and the spread of public knowledge of nutritional and agricultural science and practice;

(c) The conservation of natural resources and the adoption of improved methods of agricultural production;

(d) The improvement of the processing, marketing, and distribution of food and agricultural products;

(e) The adoption of policies for the provision of adequate agricultural credit, national and international;

(f) The adoption of international policies with respect to agricultural commodity arrangements.

3. It shall also be the function of the Organization—

- (a) To furnish such technical assistance as governments may request;
- (b) To organize, in cooperation with the governments concerned, such missions as may be needed to assist them to fulfill the obligations arising from their acceptance of the recommendations of the United Nations Conference on Food and Agriculture; and
- (c) Generally to take all necessary and appropriate action to implement the purposes of the Organization as set forth in the preamble.

At a later point it is stated explicitly that fish and forest products lie within the scope of the Organization's activities, equally with farm products. Article XVI of the constitution states:

In this Constitution the term "agriculture" and its derivatives include fisheries, marine products, forestry, and primary forestry products.

RELATIONSHIP TO WORLD SECURITY

Raising world-wide levels of nutrition generally, and improving living conditions of the vast numbers of people engaged in the production of food and agricultural products are by their very nature objectives worthy of the sincerest efforts that nations can make through the Food and Agriculture Organization toward their furtherance. In addition, however, the work of the Food and Agriculture Organization can bear a significant relationship to the whole broad effort to attain world security and prosperity.

The responsibilities which its proposed constitution assigns to the Food and Agriculture Organization have a close connection with the aims and functions of the world organization which this country and the other United Nations will seek to establish at the Conference that will open at San Francisco later this month. The future effectiveness of the Food and Agriculture Organization will in a large measure be determined by the extent of world collaboration along other lines. But the success of all measures taken by a world organization will in the long run be importantly influenced by the extent to which the world's people are better fed and to which living conditions of the world's food and agriculture producers are improved.

Thus far, most discussions of the proposed world organization have been concerned with its possibilities for suppressing aggression or of preventing it after overt signs appear. In reality, those responsibilities constitute only part of the task which the world organization must perform if it is to live up to expectations. The other half of the task is to reduce or wipe out the conditions that breed and nurture the spirit of aggression.

As Secretary of State Stettinius said in his statement submitted to this committee April 12: "Hunger, poverty, disease, and ignorance are conditions that give aggressors their chance." No lasting peace is possible until the nations of the world work together successfully to reduce the underlying social and economic causes of aggression and war, or, if possible, to remove them entirely. The prosperity of this country, as well as the peace of the world, is at stake. Without economic collaboration and improved levels of living and of production throughout the world, or at least in most of it, the maintenance and improvement of production and levels of living in the United States will be impossible. We cannot hope to have prosperity in this country if the other countries are sunk in depression.

The proposed Food and Agriculture Organization, by providing the nations of the world a new means of working together to improve the efficiency of food and agriculture production and distribution, the living conditions of food and agriculture producers, and the levels of consumption of users of those products, can make a great contribution to world security in an important economic sphere.

HOW THE PROPOSED ORGANIZATION WOULD OPERATE

Primarily, the proposed Food and Agriculture Organization would be a world-wide instrumentality for pooling the best knowledge and experience relating to nutrition, agricultural production and marketing, and the best use of farm, fishery, and forestry resources.

The Organization would afford a forum for discussing all manner of problems relating to both policy and practice in the fields of food and agriculture. Also, the permanent staff of the Organization would continually be collecting, analyzing, and disseminating statistical and technical information so that discoveries made and methods developed in any one part of the world may be utilized for the benefit of people everywhere in as short a time as possible.

The Organization has no authority over the governments of its members. It is strictly a fact-finding and advisory body. Therefore, the Organization will not in itself take action to put any of its recommendations into effect, or to actually utilize any of the new information which it makes available to its members. Those are things which will be done by the individual governments or their citizens.

This unspectacular approach to its task can, nevertheless, make the Organization a most effective instrument. Adding to the body of human knowledge and exchanging views on new discoveries have been at the root of all improvement of mankind's material welfare.

STRUCTURE OF THE ORGANIZATION

As provided in its proposed constitution, the Food and Agriculture Organization has an extremely simple structure. There is to be a representative conference, an executive committee, a director general, and a permanent staff. In the representative council each nation, whether it be large or small, has 1 vote. Each of the 44 countries that were represented at the Hot Springs Conference and on the Interim Commission may become members of the permanent organization simply upon accepting its constitution. Other countries may be admitted upon the concurrence of two-thirds of the Organization's total membership.

The representative conference will meet at least annually, and the representative of each of the member nations may be assisted by alternatives, associates, and advisers. Provision is made for a small executive committee of not less than 9 nor more than 15 members to carry on certain work which the conference may delegate to it. Certain powers, however, such as those of amending the constitution, determining relationships to the general international organization, and the admission of new members are specifically reserved to the whole Conference.

The director general will be the principal official of the Organization and will supervise the day-to-day work of the permanent staff.

RELATIONSHIP WITH OTHER ORGANIZATIONS

Eventually the Food and Agriculture Organization will be a medium of collaboration among the member governments. In addition, however, the constitution of the Organization has provided for cooperation between the Food and Agriculture Organization and other specialized international organizations whose responsibilities are related. As it has been pointed out, the aims of the Food and Agriculture Organization in its particular fields are identical with the broad economic objectives of the world organization to be shaped at San Francisco. Thus, provision has been made for the Food and Agriculture Organization, without in any way losing its identity, to constitute a part of the general international organization. Naturally the details of such an arrangement remain to be worked out later. It is plain, however, that the work of the Food and Agriculture Organization should be integrated with that of the projected Economic and Social Council of the United Nations organization.

Section 4 of the House Joint Resolution 145 expresses the understanding of the Congress that the provision of the constitution, which authorizes arrangements bringing the Food and Agriculture Organization into the framework of the general world organization, does not authorize the Conference of the Food and Agriculture Organization to modify the provisions of its constitution in a manner which would involve any new obligations on the part of the United States.

In the matter of relationship with other international organizations, one situation requires special attention. This is the relationship between the Food and Agriculture Organization and the International Institute of Agriculture at Rome. That Institute, in which the United States has held membership since 1907, has always had a more limited scope than is projected for the Food and Agriculture Organization. It has been limited both in the scale of its operations and in its concepts of the total problem of welfare of both the producers and consumers of food. From the outbreak of war until the liberation of Rome it was an Axis captive and its activities and staff withered away. The Committee on Foreign Affairs has examined this problem and finds itself in agreement that it will be more desirable to make a fresh start than to try to patch up and rebuild the International Institute. At the same time the committee is of the opinion that the very considerable good which has been accomplished by the Institute in times past should not be disregarded, and that arrangements should be worked out for absorbing its functions and its physical resources, which are largely confined to its library, into the new Food and Agriculture Organization. The testimony of the representatives of the various executive departments clearly indicated that this Government is actively aware of these problems and is prepared, in consultation with the other members of the International Institute, to work out the most appropriate means for effecting this absorption. Clearly this cannot be effectively undertaken until such time as the Food and Agriculture Organization has come into being.

A new section 3 is proposed in a committee amendment to the bill, based on a suggestion made by Mr. A. S. Goss, master, the National Grange, that it be declared the sense of the Congress that the functions and resources of the International Institute of Agriculture be integrated with those of the Organization as soon as practicable.

OBLIGATIONS OF MEMBERSHIP

Membership in the Food and Agriculture Organization entails few obligations on the part of participating nations, and those few are simple.

The first of the four requirements is that member nations make periodic reports on their activities in the fields of food and agriculture. These reports will be similar to those customarily made by the members of any international organization. Much of this responsibility could be discharged by making available to the Food and Agriculture Organization the great volume of statistical material normally produced for publication in this country. Occasionally special studies might also be needed by the Food and Agriculture Organization.

Second, each member nation would be required to contribute a proportionate share of the Organization's budget. For the first year the total budget of the Food and Agriculture Organization will be \$2,500,000. This country's share of that is 25 percent, or \$625,000. During subsequent years, it is believed that the annual budget of the Organization may be in the neighborhood of \$5,000,000. Consequently, House Joint Resolution 145 would authorize the appropriation of annual sums, not to exceed \$1,250,000, that may be required as this Government's contribution to the expenses of the Organization. The committee amendment clarifies the intent that for the first fiscal year of the Organization, this Government's contribution is not to exceed \$625,000.

Third, each member government would be required to accord the Organization and its staff whatever diplomatic privileges are possible under its constitutional procedures. This is a question which the United States Government will doubtless consider in connection with other international organizations, as well as with the Food and Agriculture Organization. It seems likely that Congress will want to take up this subject as a whole rather than in the light of one particular organization.

Fourth, there is a requirement that the member nations respect the international character of the Organization's staff by not attempting to influence any of their nationals who may be selected for service on the staff.

SAFEGUARDS AS TO FURTHER OBLIGATIONS

Under the provisions of paragraph 1 of article XX of the constitution no amendment involving new obligations for member nations becomes effective until concurred in by a two-thirds majority of all members of the Conference and takes effect only on acceptance by two-thirds of the member nations and only for each member nation accepting the amendment. In other words, no new obligation for the United States can be created except upon the express acceptance of such an amendment by this Government. Paragraph 3 of House Joint Resolution 145 further makes clear that no such amendment is to be accepted on behalf of the United States under this paragraph unless the Congress by law authorizes such action.

WITNESSES HEARD AND BRIEFS FILED

Among the witnesses who appeared and testified in the committee hearings on the resolution were the Secretary of Agriculture, the

Honorable Claude R. Wickard; the War Food Administrator, the Honorable Marvin Jones; Assistant Secretary of State Dean Acheson, and Surg. Gen. Thomas Parran. In addition statements were filed with the committee by the Secretary of State, the Honorable Edward R. Stettinius, and by Assistant Secretary of State William L. Clayton. Numerous organizations presented their views either through appearances or statements filed with the committee.

The record before the committee demonstrates a remarkable unanimity of opinion strongly favoring the resolution on behalf of Government, farm, labor, industry, and welfare and educational organizations.

EXCERPTS FROM STATEMENTS OF WITNESSES

Secretary of Agriculture Claude R. Wickard:

First of all, let me say that I am heartily in favor of this country's participation in the proposed Food and Agriculture Organization. * * *

Two-thirds of the world's people get their living from food production. Two-thirds of the world's people—including great numbers of the food producers themselves—never have had enough to eat. Likewise, vast numbers of people who produce food—including many who turn out large amounts of it efficiently—have had to struggle along at or below the edge of poverty.

The best answer begins with another question: What will be the greatest need after the war for farmers in the well-developed, highly efficient food-producing countries like our own? That need, undoubtedly, will be for profitable markets for the great volume of products they are capable of turning out. Finding such outlets must be the core of any really effective farm policy.

Every advance in raising levels of nutrition, clothing, and housing anywhere in the world is a distinct gain for producers of food, fiber, and forest products. It is the only course that holds any real promise. In the years between the First and Second World Wars, the great agricultural producing nations tried another tack. For the most part they were much more interested in enlarging their own shares of existing markets than in increasing total world consumption. By now everyone is heartily sick of that approach.

The basic aim of the Food and Agriculture Organization would be to find ways of increasing the consumption of food and other agricultural products by methods that would benefit producers equally with consumers.

Secretary of State Edward R. Stettinius, Jr.:

I look with high hope upon the results which can be achieved by the Food and Agriculture Organization, provided that the United States and the other United Nations establish it promptly and give it their full support. Great advances have been made in recent years in the science of nutrition and in methods of agricultural production and conservation, which make it possible today, for the first time in history, to produce enough of the right kinds of food for everybody. We have yet to learn, however, how to apply this new knowledge so that the fear of hunger and famine can ultimately be banished from the earth.

I regard it as essential to the future security and well-being of the United States, as well as of the rest of the world, that we make a beginning toward this objective through the Food and Agriculture Organization. We shall not be able to attain the high levels of employment in this country which will assure to every American child the good food he needs and to every American farmer the decent living conditions which he should have if other peoples in the world are so hungry and impoverished that they cannot trade with us on a mutually profitable basis. Nor can we prevent the rise of some future dictator whose aggressions would plunge the United States and the rest of the world into another and disastrous war unless real progress is made in the next decade toward advancing the food and agricultural standards of all peoples.

The Honorable Marvin Jones, War Food Administrator:

After studying the purposes and aims of the Food and Agriculture Organization, as set forth in its constitution, it seems to me that we could readily agree that they merit our support. I don't see personally how the people of this Nation can afford to forfeit this opportunity to join hands with the people of the other lands

in this great cause. This organization—an avowed purpose of which is to promote improvements in the efficiency of production and distribution of food and agricultural products—seems to me to be worthy of our membership.

I think it would be fine if the Food and Agriculture Organization could become the first functional organization for world security and betterment to go into operation in this war period.

IMPORTANCE OF AN EARLY START

For the first time in the history of the world the ancient hopes for enough food for all, and for adequate livings for food and forestry producers, are within the bounds of reality.

Up to now, mankind has been indifferently successful in its struggle for food. While many millions have had enough, even more millions have had too little, and many have starved. At the same time, many of the producers of farms, fisheries, and forests have eked out the barest kind of living, even in the midst of abundant production.

Recent discoveries and developments have made it possible for all people, under the right conditions, to achieve freedom from hunger, which is the first and greatest step toward freedom from want. Other developments have shown the possibility of better living levels for food and agriculture producers.

Collaboration among nations can do much to bridge the gap between what we now know how to do and what we hope to achieve. Without earnest and untiring collaboration, it will not be possible to bridge the gap. The Food and Agriculture Organization offers a means for nations to work together to bring about more abundant production everywhere, and to use that abundance for the greater welfare of producers and consumers.

The Hot Springs Conference has been called the first of the peace conferences of the Second World War. The Food and Agriculture Organization can be the first of the specialized world instruments for making the peace worth keeping.

Collaboration through a permanent Food and Agriculture Organization should be begun as soon as possible. The need for helping the war-devastated nations help themselves is pressing. Even more pressing, if possible, is the need for breaking new paths toward greater production and fuller use of food and agriculture products before the nations of the world slip back after this war into the same blind alleys into which they fell after the last world conflict.



()

House of Representatives

WEDNESDAY, APRIL 25, 1945

The House met at 12 o'clock noon.

Rev. Bernard Braskamp, D. D., pastor of the Gunton Temple Memorial Presbyterian Church, Washington, D. C., offered the following prayer:

O God of infinite resources, we have many needs which Thou alone canst supply. Always and everywhere we need Thee; in our weakness to sustain and support us; in our strength to discipline and restrain us; in our sorrows to comfort and encourage us. We need Thee to keep us from pride when we are prosperous; from despair when we are in want; from bitterness when we are in distress.

Today we are joining struggling and war-torn humanity in its prayers for Thy special blessing upon those chosen representatives who are now seeking to organize the good will of the nations of the earth for a lasting peace. May their vision of such a peace be so clear and commanding that all the noblest desires within their souls shall rise up with a passion to make it a blessed reality. Answer their loftiest aspirations with Thy divine inspiration.

Grant us all a nobler skill in the art of mutual understanding and brotherly love and in finding for mankind the way to the more abundant life. Hear us in the name of the Christ to whose sovereignty we would yield ourselves in glad and willing obedience. Amen.

THE JOURNAL

The Journal of the proceedings of yesterday was read and approved.

MESSAGE FROM THE SENATE

A message from the Senate, by Mr. Frazier, its legislative clerk, announced that the Senate had passed, with an amendment in which the concurrence of the House is requested, a bill of the House of the following title:

H. R. 2625. An act to extend the Selective Training and Service Act of 1940, as amended.

The message also announced that the Senate insists upon its amendments to the foregoing bill, requests a conference with the House on the disagreeing votes of the two Houses thereon, and appoints Mr. JOHNSON of Colorado, Mr. HILL, Mr. DOWNEY, Mr. CHANDLER, Mr. AUSTIN, Mr. BRIDGES, and Mr. GURNEY to be the conferees on the part of the Senate.

EXTENSION OF REMARKS

Mr. LANE asked and was given permission to extend his remarks in the RECORD in three instances and to include two editorials and one newspaper item.

Mr. KEOUGH asked and was given permission to extend his remarks in the RECORD and include a statement submitted by the New York State Federation of Post Office Clerks to the Committee on the Post Office and Post Roads of the House.

Mr. FLOOD asked and was given permission to extend his remarks in the RECORD and include an editorial from the Philadelphia Inquirer of April 24.

Mr. CARNAHAN asked and was given permission to extend his remarks in the RECORD and include a tribute to the late President Roosevelt by a Negro pastor from his district.

Mr. ROE of Maryland asked and was given permission to extend his remarks in the RECORD and include two questionnaires.

COMMITTEE ON THE REVISION OF THE LAWS

Mr. KEOUGH. Mr. Speaker, I ask unanimous consent to extend my remarks in the RECORD at this point and to include a brief announcement by the Committee on the Revision of the Laws.

The SPEAKER. Is there objection to the request of the gentleman from New York?

There was no objection.

SUPPLEMENT IV OF THE UNITED STATES CODE AND H. R. 2200, TO REVISE, CODIFY, AND ENACT INTO POSITIVE LAW TITLE 18 OF THE UNITED STATES CODE, ENTITLED "CRIMES AND CRIMINAL PROCEDURE"

Mr. KEOUGH. Mr. Speaker, on behalf of the Committee on Revision of the Laws, I should like to announce that cumulative Supplement IV to the 1940 edition of the United States Code is presently available. This supplement contains all the laws enacted up to the close of the Seventy-eighth Congress. We are grateful for the cooperation which we have received from the editorial staffs of the West Publishing Co. and the Edward Thompson Co. and also from the Government Printing Office. The supplement is available approximately the same date as Supplement III was made available last year, although it contains approximately 500 more pages of text. The Members' quotas of these supplements are placed to their credit in the folding room.

I should also like to remind the membership of the presence on the Unanimous-Consent Calendar of the bill (H. R. 2200) to revise, codify, and enact into positive law title 18 of the United States Code, entitled "Crimes and Criminal Procedure," and to renew my suggestion that any Member who has any question with respect to the suggested bill communicate with the committee chairman as soon as possible, as we hope to ask for action on the bill shortly.

EXTENSION OF REMARKS

Mr. GARY, Mr. JAMES J. DELANEY, and Mr. MURDOCK asked and were given permission to extend their remarks in the RECORD.

Mr. PRICE of Illinois asked and was given permission to extend his remarks

in the RECORD on two subjects and include in each an editorial.

Mr. SULLIVAN asked and was given permission to extend his remarks in the RECORD and include an editorial.

Mr. HUBER asked and was given permission to extend his remarks in the RECORD and include an editorial from the Akron Beacon Journal.

Mr. GORDON asked and was given permission to extend his remarks in the RECORD and include two timely articles pertaining to the Polish question.

Mr. BURGIN asked and was given permission to extend his remarks in the RECORD and include an address by Hon. Fred M. Vinson.

Mr. FEIGHAN asked and was given permission to extend his remarks in the RECORD and include a clipping from the Cleveland Press.

Mr. DOLLIVER asked and was given permission to extend his remarks in the RECORD and include a letter addressed to Hon. Robert Patterson.

Mr. TALBOT asked and was given permission to extend his remarks in the RECORD in two instances and to include in the first an editorial and in the second a letter.

Mr. ELLIS asked and was given permission to extend his remarks in the RECORD and include an editorial.

Mr. GOODWIN asked and was given permission to extend his remarks in the RECORD and include an editorial.

Mr. SHARP asked and was given permission to extend his remarks in the RECORD and include a speech by Hon. W. Kingsland Macy at the National Republican Club in New York.

Mr. GAVIN asked and was given permission to extend his remarks in the RECORD in three instances, and to include in one an editorial from the Times-Herald, and in another an editorial from the Oil City Derrick.

Mr. ROBERTSON of North Dakota asked and was given permission to extend his remarks in the RECORD and include an editorial on the San Francisco Conference.

Mr. JENKINS asked and was given permission to extend his remarks in the RECORD and include a resolution adopted by the Republican conference yesterday.

Mr. HOEVEN asked and was given permission to extend his remarks in the RECORD and include a resolution relating to the Missouri Valley Authority.

Mr. BUFFETT asked and was given permission to extend his remarks in the RECORD and include some short excerpts.

Mr. LE COMPTÉ asked and was given permission to extend his remarks in the RECORD and include a short original poem.

Mr. KOPPLEMANN asked and was given permission to extend his remarks

in the RECORD in two instances and include in one an editorial from the Washington Post and in the other a statement by Maj. George Fielding Eliot appearing in the New York Herald Tribune.

Mr. BYRNE of New York asked and was given permission to extend his remarks in the RECORD and include a clipping from one of the New York papers.

Mr. HOFFMAN asked and was given permission to extend his remarks in the RECORD on two subjects and include newspaper articles.

Mr. BENNET of New York. Mr. Speaker, I ask unanimous consent to extend my remarks in the RECORD and include the proceedings of the Forum for Democracy on March 2, 1945. I have an estimate from the Public Printer that this will exceed two pages of the RECORD and will cost \$442, but I ask that it be printed notwithstanding that fact.

The SPEAKER. Is there objection to the request of the gentleman from New York?

There was no objection.

[The matter referred to appears in the Appendix.]

GRANTING A FRANKING PRIVILEGE TO ANNA ELEANOR ROOSEVELT

Mr. BURCH. Mr. Speaker, I ask unanimous consent for the immediate consideration of the bill (S. 906) granting a franking privilege to Anna Eleanor Roosevelt.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from Virginia?

Mr. MARTIN of Massachusetts. Reserving the right to object, Mr. Speaker, and I am not going to object, may I ask simply for the information of the House if this is a privilege similar to that we have granted to the widows of all Presidents?

Mr. BURCH. A similar privilege has been granted to the widows of all our Presidents.

Mr. RANKIN. If the gentleman will yield, as I understand it, this franking privilege applies only to her personal mail?

Mr. BURCH. That is correct.

The SPEAKER. Is there objection to the request of the gentleman from Virginia?

There was no objection.

The Clerk read the bill, as follows:

Be it enacted, etc., That all mail matter sent by the post by Anna Eleanor Roosevelt, widow of the late Franklin Delano Roosevelt, under her written autograph signature, be conveyed free of postage during her natural life.

With the following committee amendment:

Page 1, line 5, after "signature", insert "or facsimile thereof."

The committee amendment was agreed to.

The bill was ordered to be read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

CONSIDERATION OF HOUSE JOINT RESOLUTION 145 AND HOUSE CONCURRENT RESOLUTION 39

Mr. McCORMACK. Mr. Speaker, I ask unanimous consent that at any time

next week it shall be in order to consider the joint resolution (H. J. Res. 145) providing for membership of the United States in the Food and Agriculture Organization of the United Nations, and the concurrent resolution (H. Con. Res. 39) to declare a governmental policy in relation to the apprehension and punishment of war criminals; and that there shall be not to exceed 1 hour's debate on each, to be equally divided and controlled by the chairman and ranking minority member of the Committee on Foreign Affairs.

Mr. MARTIN of Massachusetts. Mr. Speaker, reserving the right to object, as I understand it, this is simply a procedure bringing the two pieces of legislation to the House and the Members are assured of their chance for both debate and amendment?

Mr. McCORMACK. Exactly.

The SPEAKER. Is there objection to the request of the gentleman from Massachusetts?

There was no objection.

INDEPENDENT OFFICES APPROPRIATION BILL, 1946—CONFERENCE REPORT

Mr. WOODRUM of Virginia. Mr. Speaker, I call up the conference report on the bill (H. R. 1984) making appropriations for the Executive Office and sundry independent executive bureaus, boards, commissions, and offices, for the fiscal year ending June 30, 1946, and for other purposes, and ask unanimous consent that the statement of the managers on the part of the House be read in lieu of the report.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from Virginia?

There was no objection.

The Clerk read the statement.

(For conference report and statement, see proceedings of the House of April 23, 1945.)

Mr. WOODRUM of Virginia. Mr. Speaker, this is a unanimous conference report. I know of nothing contained in the report which is of a controversial nature. May I inquire if the gentleman from Massachusetts wishes any time on the conference report?

Mr. WIGGLESWORTH. I would like just a minute or two.

Mr. WOODRUM of Virginia. Mr. Speaker, I yield 5 minutes to the gentleman from Massachusetts [Mr. WIGGLESWORTH].

Mr. WIGGLESWORTH. Mr. Speaker, I am glad to state to the House that this bill in its final form is \$173,000,000 under the budget estimates. There are one or two items that I would like to have seen further reduced had it been possible. As the gentleman from Virginia says, however, the report is a unanimous one and supported by the minority as well as the majority conferees.

Mr. CASE of South Dakota. Mr. Speaker, will the gentleman yield?

Mr. WOODRUM of Virginia. I yield to the gentleman from South Dakota.

Mr. CASE of South Dakota. Mr. Speaker, I call the attention of the House to the action which was taken in regard to the fund for the planning of post-war work, by which \$17,500,000 is made available to the Federal Works Agency for

loans to States and their subdivisions for advance planning.

In this connection, I would like to express the hope that the Federal Works Agency, in working out plans with the States on post-war work, will give special consideration to the planning of community hospitals in the hope that the post-war work program will be of the utmost benefit to returning veterans and to the various communities and the Nation. Without question, the United States is going to do more to promote national good health in the future than it has in the past. I do not refer to what is called socialized medicine; I refer to what is known as preventive medicine. There is a growing demand for clinical examinations and for hospital facilities. Our national post-war public-works planning should be geared into this demand.

(Mr. CASE of South Dakota asked and was given permission to revise and extend his remarks.)

Mr. WOODRUM of Virginia. Mr. Speaker, I yield such time as he may desire to the gentleman from Alabama [Mr. JARMAN].

Mr. JARMAN. Mr. Speaker, I ask unanimous consent that I may extend my remarks at this point in the RECORD relative to a very unusual procedure of a Federal agency with reference to the funds appropriated in this appropriation bill.

The SPEAKER. Is there objection to the request of the gentleman from Alabama?

There was no objection.

Mr. JARMAN. Mr. Speaker, the people of an excellent town in my congressional district are greatly disturbed, in fact outraged, over the general opinion that a very unusual procedure has been indulged in by the Federal Housing Administration, for which appropriation is made in this bill. They object to such handling of any matter, but particularly one connected with the war effort. While not thoroughly familiar with all of the circumstances, the information I have gained from these very reputable citizens and from the Commissioner of the Federal Housing Administration very much inclines me to believe they are correct. If this is true, it is one of the most damnable occurrences which has come to my attention since I entered Congress. So much so that I regard it as the duty of all honorable people, whether in representative capacities or not, to prevent its repetition.

Toward that end I have passed on the request for a full and complete top to bottom investigation of this transaction with the chips being permitted to fall where they may. If the report indicates that such a real investigation has occurred, the matter will conclude insofar as I am concerned, regardless of its nature. However, I have numerous indications that such may not occur. My 11 years' experience as an Examiner of Accounts for the State of Alabama, during the latter half of which much work of an investigatory nature was done, qualifies me, I think, not only to observe suspicious occurrences and know how to investigate them, all of which information and suggestions I have passed on to the Agency, but to evaluate a report

8. ADJOURNED until Thurs., May 3 (p. 4014).

HOUSE

9. FOOD AND AGRICULTURE ORGANIZATION. Passed as reported H.J.Res. 145, providing for U.S. membership in the Food and Agriculture Organization of the United Nations (pp. 4034-58). As passed the resolution authorizes the President to accept membership in the FAO, authorizes appropriations of not exceeding \$625,000 during the first fiscal year of the Organization and not exceeding \$1,250,000 annually thereafter, states that it is the sense of Congress that the U.S. should work to integrate the functions and resources of the International Institute of Agriculture with those of the FAO, and prohibits new U.S. obligations unless authorized by law.

Rejected amendments by Rep. Robison, Ky., to reduce the appropriation authorizations to \$200,000 and \$400,000 respectively (p. 4054).

10. PRICE CONTROL. Rep. Barden, N.C., criticized OPA's "inefficiency" in handling the strawberry price ceiling situation and criticized this Department and WFA for their relectance to "put up the fight necessary to protect the farmers" (pp. 4021-2).

1. ECONOMY; EXPENDITURES. Rep. Rich, Pa., urged economy in Federal expenditures by "eliminating Government agencies, trimming down departments, taking the Government out of business, selling Government surplus property now without a lot of red tape" (pp. 4022-3).

2. EMPLOYMENT. Discussed H.R.2232, establishing FEPC to prohibit discrimination in employment because of race, creed, etc. (pp. 4023, 4025-34, 4059-61).

3. BANKING AND CURRENCY. Rep. Taber, N.Y., discussed the increase in circulation of Federal Reserve notes as promoting inflation (p. 4023).

4. FARM LABOR. Received a Wis. Legislature resolution urging reconsideration of proposed plans to draft all skilled farm labor processing dairy products (p. 4075).

- EDUCATION. Received a city of St. Paul (Minn.) petition favoring S. 717, providing for Federal aid for education (pp. 4075-6).

- APPROPRIATIONS; RESEARCH. Received from the President a supplemental appropriation estimate for \$77,500,000 for the Office of Scientific Research and Development for 1946 (H.Doc. 162). To Appropriations Committee. (p. 4074.)

- DISBURSEMENTS. Received Interior's proposed legislation covering relief for the Chief Disbursing Officer and others for various suspensions, disallowances, and unavailable items in their accounts. To Claims Committee. (p. 4074.)

BILLS INTRODUCED

S. 937,

- STATUTE OF LIMITATIONS./By Sen. Ferguson, Mich., to continue to suspension of the statute of limitations applicable to violations of antitrust laws until June 30, 1946. To Judiciary Committee. (p. 4011.)

- FLOOD CONTROL. S. 938, by Sen. Overton, La., to provide for emergency flood-control work made necessary by recent floods. To Commerce Committee. (p. 4011.)

- EDUCATION. S. Res. 122, by Sen. Fulbright, Ark., and Sen. Taft, Ohio, favoring U.S. participation in an International Office of Education. To Education and

OFFICE OF BUDGET AND FINANCE
Legislative Reports and Service Section

79th-1st, No. 84

DIGEST OF PROCEEDINGS OF CONGRESS OF INTEREST TO THE DEPARTMENT OF AGRICULTURE
(Issued May 1, 1945, for actions of Monday, April 30, 1945)

(For staff of the Department only)

CONTENTS

Adjournment.....	8	F.A.O.....	9,27	Puerto Rico.....	30
Agricultural appropriation bill (individual items not indexed).....	1	Flood control.....	19,22	Price control.....	10
Appropriations.....	16	Foreign relations.....	9,27	Reclamation.....	31
Banking & currency.....	6,13,23	Foreign trade.....	25	Regional authorities.....	31
Congressional organization.....	29	Imports.....	5,30	Research.....	16
Disbursements.....	17	Inflation.....	13	Rubber.....	26
Economy.....	11	Labor, farm.....	14	Statute of limitations.....	18
Education.....	15,20	Machinery, farm.....	3	Surplus property.....	3,11
Employment.....	12,28	Mail.....	4	Territories.....	21,30
		Personnel.....	24	Transportation.....	2,7

HIGHLIGHTS: Senate completes congressional action on agricultural appropriation bill. House passes measure providing for U.S. membership in F.A.O.

SENATE

1. AGRICULTURAL APPROPRIATION BILL, 1946. Agreed to the conference report on this bill, H.R.2689 and acted on the items in disagreement (pp. 4012-3). (For provisions of the conference report see Digest 81.)
Agreed to Sen. Russell's (Ga.) motions to concur in the House amendment to the D.C. Forest Service salary limitation, \$842,361, and to recede from the Senate amendment to insert language authorizing construction and alteration of farm and other buildings and roads for use of water-conservation-and-utilization-project occupants.
This bill will now be sent to the President.
2. VEGETABLE TRANSPORTATION. Received a S.C. Legislature resolution requesting removal of the regulations upon the icing of potatoes and cabbages and that standard refrigeration be authorized (p. 4009).
3. SURPLUS PROPERTY. Sen. Robertson, Wyo., discussed surplus property disposal procedure and cited a case of surplus farm machinery (pp. 4011-2).
4. POSTAGE RATES. Received from the Postmaster General proposed legislation to continue the temporary increases in first-class postal rates at 3 cents. To Finance Committee. (p. 4008.)
5. IMPORTS. Received from the Tariff Commission a report concerning the ration of imports of certain products to domestic production, etc. To Finance Committee. (p. 4008.)
6. BANKING AND CURRENCY. Received Security and Exchange Commission's 10th annual report. To Banking and Currency Committee. (p. 4008.)
7. AIR TRANSPORTATION. Commerce Committee reported with amendment S.2, to provide aid for the development, etc., of public airports (S. Rept. 224) (pp. 4010-1);

request to further their compliance with this act or any order issued thereunder; and

(5) to make such technical studies as are appropriate to effectuate the purposes and policies of this act and to make the results of such studies available to interested Government and nongovernmental agencies.

PREVENTION OF UNFAIR EMPLOYMENT PRACTICES

SEC. 7. (a) The Commission is empowered, as provided in this section—

(1) to prevent unfair employment practices by employers affecting commerce;

(2) to prevent unfair employment practices by employers who are parties to contracts with the United States or any Territory or possession thereof, or with any agency or instrumentality of any of the foregoing, and by employers performing, pursuant to subcontract or otherwise, any work required for the performance of any such contract;

(3) to prevent unfair employment practices by agencies and instrumentalities of the United States, and of the Territories and possessions thereof; and

(4) to prevent unfair employment practices by labor unions affecting commerce.

(b) Whenever it is alleged that any person has engaged in any such unfair employment practice, the Commission, or any referee, agent, or agency designated by the Commission for such purposes, shall have power to issue and cause to be served upon such person a complaint stating the charges in that respect and containing a notice of hearing before the Commission or a member thereof, or before a designated referee, agent, or agency at a place therein fixed not less than 10 days after the serving of said complaint.

(c) The person so complained of shall have the right to file an answer to such complaint and to appear in person or otherwise, with or without counsel, and give testimony at the place and time fixed in the complaint.

(d) If upon the record, including all the testimony taken, the Commission shall find that any person named in the complaint has engaged in any such unfair employment practice, the Commission shall state its findings of fact and shall issue and cause to be served on such person an order requiring such person to cease and desist from such unfair employment practice and to take such affirmative action, including reinstatement or hiring of employees with or without back pay, as will effectuate the policies of this act. If upon the record, including all the testimony taken, the Commission shall find that no person named in the complaint has engaged in any such unfair employment practice, the Commission shall state its findings of fact and shall issue an order dismissing the said complaint.

JUDICIAL REVIEW

SEC. 8. Except as provided in section 12 (relating to the enforcement of orders directed to Government agencies), orders of the Commission shall be subject to judicial enforcement and judicial review in the same manner, to the same extent, and subject to the same provisions of law, as in the case of orders of the National Labor Relations Board.

INVESTIGATORY POWERS

SEC. 9. (a) For the purpose of all investigations, proceedings, or hearings which the Commission deems necessary or proper for the exercise of the powers vested in it by this act, the Commission, or its authorized agents or agencies, shall at all reasonable times have the right to examine or copy any evidence of any person being investigated or proceeded against relating to any such investigation, proceeding, or hearing.

(b) Any member of the Commission shall have power to issue subpoenas requiring the attendance and testimony of witnesses and the production of any evidence relating to any investigation, proceeding, or hearing before the Commission, its member, agent, or agency conducting such investigation, proceeding, or hearing.

(c) Any member of the Commission, or any agent or agency designated by the Commission for such purposes, may administer oaths, examine witnesses, and receive evidence.

(d) Such attendance of witnesses and the production of such evidence may be required, from any place in the United States or any Territory or possession thereof, at any designated place of hearing.

(e) In case of contumacy or refusal to obey a subpoena issued to any person under this act, any district court of the United States or the United States courts of any Territory or possession, or the District Court of the United States for the District of Columbia, within the jurisdiction of which the investigation, proceeding, or hearing is carried on or within the jurisdiction of which said person guilty of contumacy or refusal to obey is found or resides or transacts business, upon application by the Commission shall have jurisdiction to issue to such person an order requiring such person to appear before the Commission, its member, agent, or agency, there to produce evidence if so ordered, or there to give testimony relating to the investigation, proceeding, or hearing; any failure to obey such order of the court may be punished by it as a contempt thereof.

(f) No person shall be excused from attending and testifying or from producing documentary or other evidence in obedience to the subpoena of the Commission, on the ground that the testimony or evidence required of him may tend to incriminate him or subject him to a penalty or forfeiture; but no individual shall be prosecuted or subjected to any penalty or forfeiture for or on account of any transaction, matter, or thing concerning which he is compelled, after having claimed his privilege against self-incrimination, to testify or produce evidence, except that such individual so testifying shall not be exempt from prosecution and punishment for perjury committed in so testifying.

RULES AND REGULATIONS

SEC. 10. The Commission shall have authority from time to time to issue such regulations as it deems necessary to carry out the provisions of this act, and to amend or rescind, from time to time, any such regulation whenever it deems such amendment or rescission necessary to carry out the provisions of this act. If, within 60 days after the issuance of any such regulation or of an amendment to any such regulation, there is passed a concurrent resolution of the two Houses of the Congress stating in substance that Congress disapproves such regulation or amendment, as the case may be, such regulation or amendment, as the case may be, shall not be effective after the date of the passage of such concurrent resolution; and after the date of the passage of such concurrent resolution, no regulation or amendment having the same effect as that concerning which the concurrent resolution was passed shall be issued by the Commission.

Regulations issued under this section shall include the procedure for service and amendment of complaints, for intervention in proceedings before the Commission, for the taking of testimony and its reduction to writing, for the modification of the findings or orders prior to the filing of records in court, for the service and return of process, the qualification and disqualification of members and employees and any other matters appropriate in the execution of the provisions of this act.

INCLUSION OF ANTIDISCRIMINATION CLAUSE IN GOVERNMENT CONTRACTS

SEC. 11. (a) Every contract to which the United States, or any Territory or possession thereof, or any agency or instrumentality of any of the foregoing, is a party (except such classes of contracts as the Commission may by regulation issued under section 10 exempt from the scope of this section) shall contain a provision under which—

(1) the contractor agrees that during the period required for the performance of the

contract he will not engage in any unfair employment practices; and

(2) the contractor agrees that he will include a provision in each subcontract made by him for the performance of any work required for the performance of his contract a provision under which the subcontractor agrees—

(A) that during the period required for the performance of the subcontract, the subcontractor will not engage in any unfair employment practices; and

(B) that the subcontractor will include in each subcontract made by him provisions corresponding to those required in subparagraph (A) and this subparagraph.

(b) Unless the Commission shall otherwise direct, no contract shall be made by the United States, or any Territory or possession thereof, or any agency or instrumentality of any of the foregoing, with any person found pursuant to this act to have engaged in any unfair employment practice, or with any corporation, partnership, association, or other organization, in which such person owns a controlling interest, for a period (to be fixed by the Commission) not to exceed 1 year from the date on which such practice was so found to have been engaged in. The Commission may, by subsequent order, for good cause shown, reduce any period so fixed. The Comptroller General of the United States shall distribute to all agencies and instrumentalities of the United States, and to the appropriate officials in the Territories and possessions of the United States, lists containing the names of such persons, corporations, partnerships, associations, and organizations.

ENFORCEMENT OF ORDERS DIRECTED TO GOVERNMENT AGENCIES

SEC. 12. The provisions of section 8 (providing for judicial enforcement and judicial review of orders of the Commission) shall not apply with respect to an order of the Commission under section 7 directed to any agency or instrumentality of the United States, or of any Territory or possession thereof. In the case of any such order, the Commission may request the President to take such action as he deems appropriate to secure compliance with such order, which may include the summary discharge of any officer or employee of any such agency or instrumentality who, in the opinion of the President or such person as the President may designate, has willfully failed to comply with such order.

WILLFUL INTERFERENCE WITH COMMISSION AGENTS

SEC. 13. Any person who shall willfully resist, prevent, impede, or interfere with any member of the Commission or any of its referees, agents, or agencies, in the performance of duties pursuant to this Act, shall be punished by a fine of not more than \$5,000 or by imprisonment for not more than 1 year, or both.

SEPARABILITY CLAUSE

SEC. 14. If any provision of this act or the application of such provision to any person or circumstance shall be held invalid, the remainder of such act or the application of such provision to persons or circumstances other than those as to which it is held invalid shall not be affected thereby.

H. R. 2495

A bill to prohibit discrimination in employment because of race, creed, color, national origin, or ancestry

Be it enacted, etc., That this act may be cited as the "Fair Employment Practice Act."

SEC. 2. As used in this act—

(a) The term "person" means an individual, partnership, association, corporation, legal representative, trustee, trustee in bankruptcy, receiver, or any organized group of persons having in his employ six or more persons, and includes any agency or instrumentality of the United States or of any Territory or possession thereof.

SEC. 3. It shall hereafter be unlawful for any person as herein defined to refuse to hire, or to discriminate against an individual because of such individual's race, creed, color, national origin, or ancestry.

SEC. 4. Any person injured by the violation of the preceding section shall have the right to recover of any person violating said section all actual damages which are the proximate result of such discrimination in any United States district court of the district wherein the person discriminating or the individual discriminated against may be a resident and such damages shall include the actual, reasonable, and necessary costs of such action, including an attorney fee of not less than \$25 nor more than \$200, the amount thereof to be determined by a jury selected in the usual manner.

SEC. 5. The United States courts of the various districts and circuits are hereby given jurisdiction to try such actions, and the pleadings, procedure, and rules shall be the same as those followed by such courts in the trial of civil actions.

EXTENSION OF REMARKS

Mr. HENDRICKS. Mr. Speaker, I ask unanimous consent to extend my remarks and include an order of the Supreme court of the State of Florida out of respect for the memory of our late President, Franklin Delano Roosevelt.

The SPEAKER. Is there objection to the request of the gentleman from Florida?

There was no objection.

[The matter referred to appears in the Appendix.]

FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS

Mr. LUTHER A. JOHNSON. Mr. Speaker, I move that the House resolve itself into the Committee of the Whole House on the state of the Union for the consideration of the joint resolution (H. J. Res. 145) providing for membership of the United States in the Food and Agriculture Organization of the United Nations.

The motion was agreed to.

Accordingly the House resolved itself into the Committee of the Whole House on the state of the Union for the consideration of the joint resolution, House Joint Resolution 145, with Mr. PRIEST in the chair.

The Clerk reported the title of the joint resolution.

By unanimous consent, the first reading of the joint resolution was dispensed with.

The CHAIRMAN. Under the order of the House previously agreed to by unanimous consent, debate is limited to 1 hour one-half to be controlled by the gentleman from Texas [Mr. LUTHER A. JOHNSON] and one-half by the gentlewoman from Massachusetts [Mrs. ROGERS].

Mr. LUTHER A. JOHNSON. Mr. Chairman, I yield 10 minutes to the gentleman from West Virginia [Mr. KEE].

(Mr. KEE asked and was given permission to revise and extend his remarks.)

Mr. KEE. Mr. Chairman, we have before us for consideration today House Joint Resolution 145, providing for membership of the United States in the Food and Agriculture Organization of the United Nations.

This resolution comes to you with the unanimous endorsement of your Com-

mittee on Foreign Affairs, and I can and do assure you that this approval was given only after extensive hearings and examination by the full committee into the purpose and objective of the proposed legislation.

It can be stated, and I believe fully justified by the record of your Committee on Foreign Affairs, that for several years past, few, if any, measures have been reported from this committee without the unanimous support of the committee members.

There is, of course, no rule to this effect nor have we adopted any such fixed policy, but there seems to be a unanimity of view that all measures affecting our relations with foreign nations should have such unquestionable merit as to win unanimous approval of the purpose of the legislation. If a proposal measures up to this standard, it is usually a simple task to reach an agreement upon the form and wording of the legislation and upon the method to be provided in the act for the accomplishment of its purpose.

The resolution now under consideration has an objective worthy of the unanimous approval accorded it by your committee, and it is with all confidence in the merits of the proposal that we submit it for the approval of the Congress.

May I as briefly as possible explain the purposes of the resolution. In section 1, authority is given to the President to accept membership for the United States in the Food and Agricultural Organization of the United Nations, an organization not yet effected at the time of the hearings on the resolution, and perhaps not completely effected at the present moment. But at this time 20 nations, members of the United Nations, have subscribed to the plan for the undertaking and a complete organization is now assured.

Mr. LUTHER A. JOHNSON. Mr. Chairman, will the gentleman yield?

Mr. KEE. I yield.

Mr. LUTHER A. JOHNSON. Since our committee hearings one other nation, New Zealand, has joined, making 21.

Mr. KEE. I thank the gentleman for his contribution.

Section 2 of the resolution authorizes the appropriation by Congress of a sum not exceeding \$625,000 for the payment by the United States of its proportionate share of the operating expenses of the organization for the first fiscal year, and further authorizes an annual appropriation thereafter of not to exceed \$1,250,000 for the payment of our proportionate share of operating expenses for each recurring year.

Mr. BREHM. Mr. Chairman, will the gentleman yield?

Mr. KEE. Certainly; I yield.

Mr. BREHM. Does that mean there is no time limit as to how many years we may continue to appropriate for this?

Mr. KEE. This is supposed to be a permanent institution.

Mr. BREHM. I know; and I am not opposed to that. But if we are going to obligate ourselves from now on, I want to know it.

Mr. LUTHER A. JOHNSON. It is simply an authorization. The Committee on

Appropriations will have to make the appropriation.

Mr. BREHM. I would like to see a time limit on this—say 1 or 2 years—while we are experimenting with it. As said before, I am not opposed to it, but I would like some time limit on it. If it then fulfills the hopes which we desire, we could continue it.

Mr. LUTHER A. JOHNSON. There is a time limit in this respect, that it provides that any country can at the end of 4 years withdraw.

Mr. BREHM. It does not say that in the resolution.

Mr. LUTHER A. JOHNSON. It is in the constitution.

Mr. KEE. It is in the constitution of the organization.

Section 3, merely expresses the opinion of Congress in reference to the future of an organization established a number of years ago under the name of International Institute of Agriculture. This last-named organization was set up under a treaty between many nations of the world, of which treaty the United States was a signatory. The Organization had its permanent headquarters at Rome, Italy, and was generally known as the Rome Institute. I will presently speak further in reference to this organization and the tentative plans in respect to it.

Sections 4 and 5 of the resolution are merely protective clauses, designed to insure the United States against involvement in any further new or additional obligations because of its participation in the proposed Organization.

I have set forth as briefly as possible a section by section analysis of the resolution. Quite naturally, there is need for an explanation of the purposes and objectives of the proposed organization and for a convincing showing of the benefits, if any, to be derived to the United States by reason of its membership therein.

In the first place, may I call the attention of the House to the various international organizations already established or in process of establishment, under auspices of the United Nations, each having for its object some vitally important part of the gigantic task of building a new post-war world.

Already we have, functioning now and soon to rapidly expand its activities, U. N. R. R. A., the great instrumentality of relief and rehabilitation, to which all free nations are contributing. We have seen, at Dumbarton Oaks, the foundation laid for a monumental structure of enduring peace, and this structure is now in course of erection at San Francisco. To this task of transmitting the hopes and prayers of free peoples everywhere into an enduring guaranty of security, all freedom-loving nations are also contributing. We have seen at Bretton Woods the plans drawn for a safe, sane, and equitable international exchange, banking, and monetary system, and the establishment of a great bank and gigantic fund drawn from the world's resources, not to serve this Nation alone but for service to all nations.

The truth of the old, old declaration "United we stand, divided we fall," has been driven into the very souls of men

during the period of aggression, conflict, and peril out of which we are now slowly emerging. For the first time in the world's history, we have awakened to the necessity that free peoples unite in order to stay free. The passage of the pending resolution will merely mean one more bond of union in freedom's cause.

Out of the conference of delegates from the free nations of the world, held at Philadelphia in January 1942, came the United Nations, a union with a single cause. We are now witnessing the triumph of that cause.

Out of the meeting of representatives from the United Nations at Atlantic City came U. N. R. R. A., the organization charged with post-war world relief and rehabilitation.

Out of the meeting of representative delegates from free nations at Bretton Woods came the plans for world financial and economic security.

Out of the Conference at Dumbarton Oaks came the plan, now before the greater Conference at San Francisco, for a union of nations pledged to the maintenance of lasting peace.

Out of the United Nations Conference on Food and Agriculture, held at Hot Springs, Va., in May 1941, came the plan for the Food and Agriculture Organization, the subject matter of the pending resolution.

The organization is designed to serve the world's farmers, the tillers of the soil, the cattle grazers, the fishermen, the producers of food everywhere in every land and clime. As shown by your committee report, its aims in its field are identical with the broad economical objectives of the world organization proposed to be set up by the San Francisco Conference. While retaining its identity, and operating in its particular field, the Food and Agriculture organization will be an important part of the general international organization.

As I have stated, the establishment of the food and agriculture organization was recommended by the United Nations Conference on Food and Agriculture at Hot Springs, Va. That Conference, composed of representatives from practically every free nation in the world, thoroughly canvassed the field of world production, distribution and consumption of food, and other agricultural products. The Conference thereupon recommended the creation of a permanent international organization in the field of food and agriculture. The Interim Commission of the Hot Springs Conference, on which each of 44 governments had a representative, was directed to prepare plans for such an organization. By August 1944, the Commission completed and submitted to the governments of the 44 nations a draft of proposed constitution for the permanent organization so recommended by the Conference.

So far, as we have previously shown, 20 nations have announced their approval of the constitution and signified their intention to become members of the Organization. These 20 nations are listed in your committee's report. The list may not be complete, as it is not only possible, but probable, that other nations have announced their acceptance since our last advices. The objectives of the

Organization are broadly stated in the preamble to its constitution, as follows:

It proposes * * * to promote the common welfare by raising levels of nutrition and standards of living of the peoples under their respective jurisdictions, securing improvements in the efficiency of the production and distribution of all food and agricultural products, bettering the condition of rural populations, and thus contributing toward an expanding world economy, hereby establish the Food and Agriculture Organization of the United Nations, hereinafter referred to as the "Organization," through which the members will report to one another on the measures taken and the progress achieved in the fields of action set forth above.

Then, in article I, the functions of the Organization were specifically described:

1. The Organization shall collect, analyze, interpret, and disseminate information relating to nutrition, food, and agriculture.

2. The Organization shall promote and, where appropriate, shall recommend national and international action with respect to—

(a) Scientific, technological, social, and economic research relating to nutrition, food, and agriculture;

(b) The improvement of education and administration relating to nutrition, food, and agriculture, and the spread of public knowledge of nutritional and agricultural science and practice;

(c) The conservation of natural resources and the adoption of improved methods of agricultural production;

(d) The improvement of the processing, marketing, and distribution of food and agricultural products;

(e) The adoption of policies for the provision of adequate agricultural credit, national and international;

(f) The adoption of international policies with respect to agricultural commodity arrangements.

3. It shall also be the function of the Organization—

(a) To furnish such technical assistance as governments may request;

(b) To organize, in cooperation with the governments concerned, such missions as may be needed to assist them to fulfill the obligations arising from their acceptance of the recommendations of the United Nations Conference on Food and Agriculture; and

(c) Generally to take all necessary and appropriate action to implement the purposes of the Organization as set forth in the preamble.

It is specifically pointed out that the term "agriculture" and its derivations, is considered by the Organization to include fisheries, marine products, forestry, and primary forestry products.

I can assure you that it is not only the view of your Foreign Affairs Committee, but it is also the view of every witness appearing before us at the hearings on this measure, that the proposed organization will play an extremely important part in the post-war world. It will not only be a forum for the discussion of all problems arising in the field of food production and distribution, but it will also be able to formulate and recommend policies and practices to all associated governments and their peoples throughout the world. While not having nor assuming the power to enforce either its policies or recommendations, it can and will make its findings and information available to all countries constituting the organization and to their people. This information will include statistical and technical information as well as information of new discoveries, improved methods, and practices whenever and where-

ever developed. It will be one of the greatest of all educational institutions, and it is impossible to estimate the benefits to be derived from its dissemination of information on nutrition, foods, and agriculture.

The structure of the Organization is extremely simple. This matter is fully covered in the report of your committee, and I feel there is no necessity to occupy your time by a repetition here of that part of the report.

As a member of the Organization, the obligations of the United States will not be many nor great. For the first year, the Organization's budget calls for the expenditure of \$2,500,000, of which the contribution of the United States will be \$625,000. It is estimated that the annual budget for subsequent years will be in the neighborhood of \$5,000,000 annually. Therefore, the pending resolution will authorize an annual appropriation of a sum not to exceed \$1,250,000, which may be the required contribution of this Government. Our other obligations in respect to the organization are in no wise burdensome and are such as are usually incident to membership in similar international organizations.

Reference is had in the pending resolution to the International Institute of Agriculture. This reference is made in section 3 of the resolution, which was inserted as a committee amendment. The International Institute of Agriculture, generally known as the Rome Institute, has an interesting and honorable place in the world's history. It is said to have been sponsored by the King of Italy, after the plan of American origin had been presented to him and had met with his approval. It was made the subject of a treaty, dated at Rome, Italy, on June 7, 1905, signed first by Italy, followed by 39 other nations, the United States being the thirty-third signatory. The ratification of this treaty was advised by the United States Senate on June 27, 1906, and was ratified by the President July 7, following.

The treaty stipulated that the seat of the Institute should be at Rome, and there it has remained, housed, I understand, in a building provided by Italy's King. It is generally understood that the organization owns no buildings, or other real property, but that, possibly, its only assets at this time are its library and files of statistics gathered through the years.

The Rome Institute functioned splendidly in its limited field of activity from its inception down to the entry of Italy into the war. With the beginning of the war, the Institute became the captive of the Axis, and its activity ceased.

This Institute, during the years it functioned, confined itself in the greater part to the gathering and dissemination of agricultural and market statistics, with perhaps certain information on related subjects. It did not undertake, nor was it designed to cover the broader field in which the proposed food and agriculture organization will operate. As stated, with the entry of Italy into the war, the Rome Institute ceased to function. Having been established by treaty, however, it has certainly not been disbanded and must be considered as still existent as an

organization. It is very probable that none of the signatories of the treaty have continued to pay their assessments for its maintenance during the past several years and its treasury is no doubt empty. In any event, while recognizing the value of the services rendered in the past by the Rome Institute, it is believed that no good purpose would be served through any attempt to revive and restore to life this institute with its limited scale of operations.

Your committee, after careful consideration of the statements made at the hearings by representatives of the Government, as well as by other witnesses upon this matter, amended the pending resolution by inserting section three, advising the integration of the functions and resources of the international, or Rome Institute, with those of the Food and Agriculture Organization. We are confident that this can be accomplished in a legal and orderly manner and that the resultant merger will add to the ability of the new organization to render services of great value.

It may be of interest to the Members of the House to know that the resolution under consideration has the unqualified approval of the State Department and the Department of Agriculture. At the hearings on the measure held by the Committee on Foreign Affairs, Hon. Dean Acheson, Assistant Secretary of State, appeared in person to urge approval of the resolution. Strong statements favoring the legislation were received from Secretary of State Edward R. Stettinius, and from Assistant Secretary of State William L. Clayton, and read into the record.

In person, endorsing the resolution, also appeared our former colleague, former member of the House, Hon. Marvin Jones, now and for some time past War Food Administrator, and chairman of the United Nations Conference on Food and Agriculture at Hot Springs, Va., where the foundation was laid for the organization now being considered. Came also in person Secretary of Agriculture, Hon. Claude L. Wickard, and Surgeon General of the United States Public Health Service, Dr. Thomas Parran, both of whom stamped the resolution with their approval. Similar approval was voiced by Edward A. O'Neal, president of the American Farm Bureau, and Lewis G. Hines, representing the American Federation of Labor. Also heard in favor of the legislation were representatives of various other organizations, who either appeared in person or filed approving statements. No single voice was lifted in opposition. May I express to the House the earnest hope that the pending resolution will be adopted without a dissenting vote.

Mrs. ROGERS of Massachusetts. Mr. Chairman, I yield myself 2 minutes.

The CHAIRMAN. The gentlewoman from Massachusetts is recognized for 2 minutes.

Mrs. ROGERS of Massachusetts. Mr. Chairman, this measure was reported out by the Committee on Foreign Affairs unanimously. I believe it will be very helpful not only to the farmers of the country as a class but to all the people of our country and of the world. The production of food and agriculture is

vital to the entire world, just as vital to us in the United States, whose interests we must always protect, as to the other nations of the world. The business of getting together and sitting around a table and discussing and deciding these problems, the world price of agricultural products, the quantity of products which will be produced in the different parts will play a very important part in the immediate post-war reconstruction period and in the future of the world. We can learn from other countries and they can learn from us.

The following is a copy of House Joint Resolution 145 and a copy of the constitution of Food and Agriculture Organization of the United States:

FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS

House Joint Resolution 145

Joint resolution providing for membership of the United States in the Food and Agriculture Organization of the United Nations

Resolved, etc., That the President is hereby authorized to accept membership for the United States in the Food and Agriculture Organization of the United Nations (hereinafter referred to as the "Organization"), the Constitution of which is set forth in Appendix I of the First Report to the Governments of the United Nations by the Interim Commission on Food and Agriculture, dated August 1, 1944.

Sec. 2. There is hereby authorized to be appropriated, out of any money in the Treasury not otherwise appropriated, such sums, not to exceed \$1,250,000 annually, as may be required for expenditure under the direction of the Secretary of State, for the payment by the United States of its proportionate share in the expenses of the Organization.

Sec. 3. Unless Congress by law authorizes such action, neither the President nor any person or agency shall on behalf of the United States accept any amendment under paragraph 1 of article XX of the constitution of the Organization involving any new obligation for the United States.

Sec. 4. In adopting this joint resolution the Congress does so with the understanding that paragraph 2 of article XIII does not authorize the Conference of the Organization to so modify the provisions of its constitution as to involve any new obligation for the United States.

CONSTITUTION OF THE FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS

PREAMBLE

The nations accepting this constitution, being determined to promote the common welfare by furthering separate and collective action on their part for the purposes of raising levels of nutrition and standards of living of the peoples under their respective jurisdictions, securing improvements in the efficiency of the production and distribution of all food and agricultural products, bettering the condition of rural populations, and thus contributing toward an expanding world economy,

hereby establish the Food and Agriculture Organization of the United Nations, hereinafter referred to as the "Organization," through which the Members will report to one another on the measures taken and the progress achieved in the fields of action set forth above.

ARTICLE I (FUNCTIONS OF THE ORGANIZATION)

1. The Organization shall collect, analyze, interpret, and disseminate information relating to nutrition, food, and agriculture.

2. The Organization shall promote and, where appropriate, shall recommend national and international action with respect to

(a) scientific, technological, social, and economic research relating to nutrition, food, and agriculture;

(b) the improvement of education and administration relating to nutrition, food, and agriculture, and the spread of public knowledge of nutritional and agricultural science and practice;

(c) the conservation of natural resources and the adoption of improved methods of agricultural production;

(d) the improvement of the processing, marketing, and distribution of food and agricultural products;

(e) the adoption of policies for the provision of adequate agricultural credit, national and international;

(f) the adoption of international policies with respect to agricultural commodity arrangements.

3. It shall also be the function of the Organization

(a) to furnish such technical assistance as governments may request;

(b) to organize, in cooperation with the governments concerned, such missions as may be needed to assist them to fulfill the obligations arising from their acceptance of the recommendations of the United Nations Conference on Food and Agriculture; and

(c) generally to take all necessary and appropriate action to implement the purposes of the Organization as set forth in the Preamble.

ARTICLE II (MEMBERSHIP)

1. The original Members of the Organization shall be such of the nations specified in Annex I as accept this Constitution in accordance with the provisions of Article XXI.

2. Additional Members may be admitted to the Organization by a vote concurred in by a two-thirds majority of all the members of the Conference and upon acceptance of this Constitution as in force at the time of admission.

ARTICLE III (THE CONFERENCE)

1. There shall be a Conference of the Organization in which each Member nation shall be represented by one member.

2. Each Member nation may appoint an alternate, associates, and advisers to its member of the Conference. The Conference may make rules concerning the participation of alternates, associates, and advisers in its proceedings, but any such participation shall be without the right to vote except in the case of an alternate or associate participating in the place of a member.

3. No member of the Conference may represent more than one Member nation.

4. Each Member nation shall have only one vote.

5. The Conference may invite any public international organization which has responsibilities related to those of the Organization to appoint a representative who shall participate in its meetings on the conditions prescribed by the Conference. No such representative shall have the right to vote.

6. The Conference shall meet at least once in every year.

7. The Conference shall elect its own officers, regulate its own procedure, and make rules governing the convocation of sessions and the determination of agenda.

8. Except as otherwise expressly provided in this Constitution or by rules made by the Conference, all matters shall be decided by the Conference by a simple majority of the votes cast.

ARTICLE IV (FUNCTIONS OF THE CONFERENCE)

1. The Conference shall determine the policy and approve the budget of the Organization and shall exercise the other powers conferred upon it by this Constitution.

2. The Conference may by a two-thirds majority of the votes cast make recommendations concerning questions relating to food and agriculture to be submitted to Member

nations for consideration with a view to implementation by national action.

3. The Conference may by a two-thirds majority of the votes cast submit conventions concerning questions relating to food and agriculture to Member nations for consideration with a view to their acceptance by the appropriate constitutional procedure.

4. The Conference shall make rules laying down the procedure to be followed to secure:

(a) proper consultation with governments and adequate technical preparation prior to consideration by the Conference of proposed recommendations and conventions; and

(b) proper consultation with governments in regard to relations between the Organization and national institutions or private persons.

5. The Conference may make recommendations to any public international organization regarding any matter pertaining to the purpose of the Organization.

6. The Conference may by a two-thirds majority of the votes cast agree to discharge any other functions consistent with the purposes of the Organization which may be assigned to it by governments or provided for by any arrangement between the Organization and any other public international organization.

ARTICLE V (THE EXECUTIVE COMMITTEE)

1. The Conference shall appoint an Executive Committee consisting of not less than nine or more than fifteen members or alternate or associate members of the Conference or their advisers who are qualified by administrative experience or other special qualifications to contribute to the attainment of the purpose of the Organization. There shall be not more than one member from any Member nation. The tenure and other conditions of office of the members of the Executive Committee shall be subject to rules to be made by the Conference.

2. Subject to the provisions of paragraph 1 of this Article, the Conference shall have regard in appointing the Executive Committee to the desirability that its membership should reflect as varied as possible an experience of different types of economy in relation to food and agriculture.

3. The Conference may delegate to the Executive Committee such powers as it may determine, with the exception of the powers set forth in paragraph 2 of Article II, Article IV, paragraph 1 of Article VII, Article XIII, and Article XX of this Constitution.

4. The members of the Executive Committee shall exercise the powers delegated to them by the Conference on behalf of the whole Conference and not as representatives of their respective governments.

5. The Executive Committee shall appoint its own officers and, subject to any decisions of the Conference, shall regulate its own procedure.

ARTICLE VI (OTHER COMMITTEES AND CONFERENCES)

1. The Conference may establish technical and regional standing committees and may appoint committees to study and report on any matter pertaining to the purpose of the Organization.

2. The Conference may convene general, technical, regional, or other special conferences and may provide for the representation at such conferences, in such manner as it may determine, of national and international bodies concerned with nutrition, food, and agriculture.

ARTICLE VII (THE DIRECTOR-GENERAL)

1. There shall be a Director-General of the Organization who shall be appointed by the Conference by such procedure and on such terms as it may determine.

2. Subject to the general supervision of the Conference and its Executive Committee, the Director-General shall have full power and authority to direct the work of the Organization.

3. The Director-General or a representative designated by him shall participate, without the right to vote, in all meetings of the Conference and of its Executive Committee and shall formulate for consideration by the Conference and the Executive Committee proposals for appropriate action in regard to matters coming before them.

ARTICLE VIII (STAFF)

1. The staff of the Organization shall be appointed by the Director-General in accordance with such procedure as may be determined by rules made by the Conference.

2. The staff of the Organization shall be responsible to the Director-General. Their responsibilities shall be exclusively international in character and they shall not seek or receive instructions in regard to the discharge thereof from any authority external to the Organization. The Member nations undertake fully to respect the international character of the responsibilities of the staff and not to seek to influence any of their nationals in the discharge of such responsibilities.

3. In appointing the staff the Director General shall, subject to the paramount importance of securing the highest standards of efficiency and of technical competence, pay due regard to the importance of selecting personnel recruited on as wide a geographical basis as is possible.

4. Each Member nation undertakes, insofar as it may be possible under its constitutional procedure, to accord to the Director General and senior staff diplomatic privileges and immunities and to accord to other members of the staff all facilities and immunities accorded to nondiplomatic personnel attached to diplomatic missions, or alternatively to accord to such other members of the staff the immunities and facilities which may hereafter be accorded to equivalent members of the staffs of other public international organizations.

ARTICLE IX (SEAT)

The seat of the Organization shall be determined by the Conference.

ARTICLE X (REGIONAL AND LIAISON OFFICES)

1. There shall be such regional offices as the Director General, with the approval of the Conference, may decide.

2. The Director General may appoint officials for liaison with particular countries or areas subject to the agreement of the government concerned.

ARTICLE XI (REPORTS BY MEMBERS)

1. Each Member nation shall communicate periodically to the Organization reports on the progress made toward achieving the purpose of the Organization set forth in the Preamble and on the action taken on the basis of recommendations made and conventions submitted by the Conference.

2. These reports shall be made at such times and in such form and shall contain such particulars as the Conference may request.

3. The Director General shall submit these reports, together with analyses thereof, to the Conference and shall publish such reports and analyses as may be approved for publication by the Conference together with any reports relating thereto adopted by the Conference.

4. The Director General may request any Member nation to submit information relating to the purpose of the Organization.

5. Each Member nation shall, on request, communicate to the Organization, on publication, all laws and regulations and official reports and statistics concerning nutrition, food, and agriculture.

ARTICLE XII (COOPERATION WITH OTHER ORGANIZATIONS)

1. In order to provide for close cooperation between the Organization and other public international organizations with related re-

sponsibilities, the Conference may, subject to the provisions of Article XIII, enter into agreements with the competent authorities of such organizations defining the distribution of responsibilities and methods of cooperation.

2. The Director-General may, subject to any decisions of the Conference, enter into agreements with other public international organizations for the maintenance of common services, for common arrangements in regard to recruitment, training, conditions of service, and other related matters, and for interchanges of staff.

ARTICLE XIII (RELATION TO ANY GENERAL WORLD ORGANIZATION)

1. The Organization shall, in accordance with the procedure provided for in the following paragraph, constitute a part of any general international organization to which may be entrusted the coordination of the activities of international organizations with specialized responsibilities.

2. Arrangements for defining the relations between the Organization and any such general organization shall be subject to the approval of the Conference. Notwithstanding the provisions of Article XX, such arrangements may if approved by the Conference by a two-thirds majority of the votes cast, involve modification of the provisions of this Constitution: Provided that no such arrangement shall modify the purposes and limitations of the Organization as set forth in this Constitution.

ARTICLE XIV (SUPERVISION OF OTHER ORGANIZATIONS)

The Conference may approve arrangements placing other public international organizations dealing with questions relating to food and agriculture under the general authority of the Organization on such terms as may be agreed with the competent authorities of the organization concerned.

ARTICLE XV (LEGAL STATUS)

1. The Organization shall have the capacity of a legal person to perform any legal act appropriate to its purpose which is not beyond the powers granted to it by this Constitution.

2. Each Member nation undertakes, insofar as it may be possible under its constitutional procedure, to accord to the Organization all the immunities and facilities which it accords to diplomatic missions, including inviolability of premises and archives, immunity from suit, and exemptions from taxation.

3. The Conference shall make provision for the determination by an administrative tribunal of disputes relating to the conditions and terms of appointment of members of the staff.

ARTICLE XVI (FISH AND FOREST PRODUCTS)

In this Constitution the term "agriculture" and its derivatives include fisheries, marine products, forestry, and primary forestry products.

ARTICLE XVII (INTERPRETATION OF CONSTITUTION)

Any question or dispute concerning the interpretation of this Constitution or any international convention adopted thereunder shall be referred for determination to an appropriate international court or arbitral tribunal in the manner prescribed by rules to be adopted by the Conference.

ARTICLE XVIII (EXPENSES)

1. Subject to the provisions of Article XXV, the Director-General shall submit to the Conference an annual budget covering the anticipated expenses of the Organization. Upon approval of a budget the total amount approved shall be allocated among the Member nations in proportions determined, from time to time, by the Conference. Each Member nation undertakes, subject to the requirements of its constitutional procedure, to contribute to the Organization promptly its share of the expenses so determined.

2. Each Member nation shall, upon its acceptance of this Constitution, pay as its first contribution its proportion of the annual budget for the current financial year.

3. The financial year of the Organization shall be July 1 to June 30 unless the Conference should otherwise determine.

ARTICLE XIX (WITHDRAWAL)

Any Member nation may give notice of withdrawal from the Organization at any time after the expiration of four years from the date of its acceptance of this Constitution. Such notice shall take effect one year after the date of its communication to the Director-General of the Organization subject to the Member nation's having at that time paid its annual contribution for each year of its membership including the financial year following the date of such notice.

ARTICLE XX (amendment of constitution)

1. Amendments to this Constitution involving new obligations for Member nations shall require the approval of the Conference by a vote concurred in by a two-thirds majority of all the members of the Conference and shall take effect on acceptance by two-thirds of the Member nations for each Member nation accepting the amendment and thereafter for each remaining Member nation on acceptance by it.

2. Other amendments shall take effect on adoption by the Conference by a vote concurred in by a two-thirds majority of all the members of the Conference.

ARTICLE XXI (ENTRY INTO FORCE OF CONSTITUTION)

1. This Constitution shall be open to acceptance by the nations specified in Annex I.

2. The instruments of acceptance shall be transmitted by each government to the United Nations Interim Commission on Food and Agriculture, which shall notify their receipt to the governments of the nations specified in Annex I. Acceptance may be notified to the Interim Commission through a diplomatic representative in which case the instrument of acceptance must be transmitted to the Commission as soon as possible thereafter.

3. Upon the receipt by the Interim Commission of twenty notifications of acceptance the Interim Commission shall arrange for this Constitution to be signed in a single copy by the diplomatic representatives, duly authorized thereto, of the nations who shall have notified their acceptance, and upon being so signed on behalf of not less than twenty of the nations specified in Annex I this Constitution shall come into force immediately.

4. Acceptances the notification of which is received after the entry into force of this Constitution shall become effective upon receipt by the Interim Commission or the Organization.

ARTICLE XXII (FIRST SESSION OF THE CONFERENCE)

The United Nations Interim Commission on Food and Agriculture shall convene the first session of the Conference to meet at a suitable date after the entry into force of this Constitution.

ARTICLE XXIII (LANGUAGES)

Pending the adoption by the Conference of any rules regarding languages, the business of the Conference shall be transacted in English.

ARTICLE XXIV (TEMPORARY SEAT)

The temporary seat of the Organization shall be at Washington unless the Conference should otherwise determine.

ARTICLE XXV (FIRST FINANCIAL YEAR)

The following exceptional arrangements shall apply in respect of the financial year in which this Constitution comes into force:

(a) the budget shall be the provisional budget set forth in Annex II to this Constitution; and

(b) the amounts to be contributed by the Member nations shall be in the proportions set forth in Annex II to this Constitution: Provided that each Member nation may deduct therefrom the amount already contributed by it toward the expenses of the Interim Commission.

ARTICLE XXVI (DISSOLUTION OF THE INTERIM COMMISSION)

On the opening of the first session of the Conference, the United Nations Interim Commission on Food and Agriculture shall be deemed to be dissolved and its records and other property shall become the property of the Organization.

Mr. Chairman, I yield 7 minutes to the gentleman from New York [Mr. WADSWORTH].

Mr. WADSWORTH. Mr. Chairman, it may be well to review briefly a little past history. Back in 1907, I think it was, 40 or more nations, including the United States, entered into a treaty which established the Agricultural Institute at Rome. I think the suggestion did not originate with the United States but with some other nations, including the then Italian Government. That institute was supported financially by contributions from the signatory powers, including ourselves, for a long time. It was largely confined to the gathering of statistics. The Italian Government of that day granted to it the use free of charge of an Italian public building. The institute owned no real estate, but it did acquire during that rather long period quite a statistical library, probably of some value. Then the Fascist government came along and the picture in Italy changed completely. Finally, of course, Mussolini took his country into war against the United Nations.

The institute at Rome became immediately the captive of the Italian Fascist government and ceased to operate. However, we are informed that the library is still there and intact.

Your committee, in taking into consideration the proposals that we give our approval and consent to the establishment of this Organization, the Food and Agricultural Organization of the United Nations, made inquiry especially as to what might be done now that the Fascist regime in Italy has been driven out with the old institute at Rome which owed its existence to a treaty, to which the United States was a party. We were assured by representatives of the State Department that the moment this new and larger organization is organized as the result of the consent of the required number of signatory powers, effective steps will be taken to absorb in orderly fashion the remaining property of the old institute at Rome, so that those who have contributed to it in the past would be completely satisfied that their contribution had not been completely lost. I thought it well to state that for the RECORD, because, after all, when we are about to embark upon an international undertaking involving participation of the United States, we want to be sure that the record of the past is straightened out and that appropriate steps are taken to liquidate, as it were, and absorb the Rome institute in orderly fashion without being charged with deliberately and intentionally breaking a treaty obligation.

Mr. JENKINS. Mr. Chairman, will the gentleman yield?

Mr. WADSWORTH. I yield to the gentleman from Ohio.

Mr. JENKINS. Would the gentleman be kind enough to put in the RECORD the amount each nation participated in that program?

Mr. WADSWORTH. I am afraid I cannot do that, may I say to the gentleman. Within my recollection, we did not inquire as to how much each nation participated.

Mr. LUTHER A. JOHNSON. What is the question?

Mr. WADSWORTH. The question is how much money the different nations contributed to the Rome Institute.

Mr. LUTHER A. JOHNSON. If I understand the figures correctly, the last year we participated, which has been some years ago, the total amount was \$285,000. Our part of it was \$61,000, as I understand it. I do not know what the previous years were.

Mr. HARNESS of Indiana. Mr. Chairman, will the gentleman yield?

Mr. WADSWORTH. I yield to the gentleman from Indiana.

Mr. HARNESS of Indiana. What is contemplated to be our contribution in this new organization?

Mr. WADSWORTH. Our contribution is set forth in this resolution now before the House.

Mr. HARNESS of Indiana. A million and a quarter dollars?

Mr. WADSWORTH. After the first year. It should be understood, however, that this organization will cover an infinitely larger field than the old Institute in Rome ever expected to cover or was intended to cover.

Mr. HARNESS of Indiana. Is this million and a quarter dollars based upon an equal contribution by the other signatory powers?

Mr. WADSWORTH. Our proportionate contribution will amount to about 25 percent of the cost of the maintenance of the organization.

Mr. HARNESS of Indiana. How many other powers are likely to go into it?

Mr. WADSWORTH. Forty-odd.

Mr. HARNESS of Indiana. And we are paying 25 percent?

Mr. WADSWORTH. Yes. That includes the smaller nations, however, that could not be expected to contribute as much.

Mr. HARNESS of Indiana. Why does it seem necessary for the United States to contribute 25 percent of the total where 40 nations are participating?

Mr. WADSWORTH. It is proposed that we contribute in proportion to our national income.

Mr. HARNESS of Indiana. What is likely to happen to the post-war agricultural surpluses in this country if this is intended to encourage an increase of agricultural production in these other countries?

Mr. WADSWORTH. This Organization will have no power to impose its will upon any country.

The CHAIRMAN. The time of the gentleman from New York has expired.

Mrs. ROGERS of Massachusetts. Mr. Chairman, I yield the gentleman 3 additional minutes.

Mr. WADSWORTH. It will be a center of information available to all the Governments that subscribe to this thing which will give them the last returns, as it were, and the trends of the production of food and the conditions of nutrition among the various peoples of the earth.

I may say that all our farm organizations of the United States are heartily in favor of the United States signing up with this organization, believing as they do that it will be beneficial to our agriculture to know what is going on in other countries, what changes in trends are taking place, so that we may adjust our production in our own way to meet those changes in trends. That is the purpose of it. It covers a far wider field than the old Rome Institute was intended to cover.

Mr. HARNESS of Indiana. That is interesting because I read here in the report that the function of the Organization shall be "scientific, technological, social, and economic research relating to nutrition, food, and agriculture. The improvement of education and administration relating to nutrition, food, and agriculture and the spread of public knowledge of nutritional and agricultural science and practice."

Mr. WADSWORTH. Yes.

Mr. HARNESS of Indiana. In other words, they are to help out the other nations; recommend to them scientific methods of production in agriculture, is that true?

Mr. WADSWORTH. In places where they are short; yes.

Mr. HARNESS of Indiana. Are we not then contributing money to this organization to help other nations compete with us in agriculture when we are likely to have a surplus?

Mr. WADSWORTH. Remember that we are to be represented on this thing. As a matter of fact, as I look upon it, if this thing is wisely managed among the nations it will decrease competition in places where competition should not exist. There are surfaces of the earth where millions and millions of people are living next door to starvation all the time. It is a ghastly situation. This organization may spread to those people educational information so that the governments in those regions of the earth may establish better conditions for the production of food and the giving of proper nutriment to these millions of people. If they become better fed and more secure, it is to our advantage. It is distinctly to the disadvantage of a country like the United States to have half of the world on the verge of starvation, and if we can by educational methods help to relieve that situation in cooperation with these other nations, we will have helped ourselves as well as them.

Mr. LUTHER A. JOHNSON. Mr. Chairman, I yield 5 minutes to the gentleman from Virginia [Mr. FLANNAGAN].

Mr. FLANNAGAN. Mr. Chairman, in my opinion the objections to the passage of this resolution, if any, stem back to the secrecy that was thrown around the Conference on Food and Agriculture held at Hot Springs in the spring of 1943. It was a great mistake to clothe the Hot

Springs meeting in secrecy, because secrecy in a free country creates suspicion. Were it not for the suspicion engendered by the secrecy thrown around the Conference I do not believe there would be a single vote cast against this resolution. The Interim Commission appointed at Hot Springs, however, drafted a constitution that we have all had an opportunity to study. And the clear-cut, frank statements contained in the constitution should allay any suspicions that any of us may have entertained. It is, in my opinion, a splendid piece of work, and I think everyone will approve of the objectives set forth in the constitution.

The objectives as set forth in the constitution are as follows:

First:

Raising levels of nutrition and standards of living of the peoples under their respective jurisdictions.

Of course, we are all in favor of the first objective.

Second:

Securing improvements in the efficiency of the production and distribution of all food and agricultural products.

No one can raise a valid complaint to that objective.

Third:

Bettering the condition of rural populations.

As the gentleman from New York stated, there are millions of people in the world today and there have been for centuries past who are underfed. Malnutrition is one of the greatest scourges of civilization. We have it right here in America in spite of the fact that now and then we have enormous surpluses in certain crops.

In the State of Virginia, from which I come, this sad and deplorable fact was recently brought to our attention when we found that 52 percent of our young men, when called to the colors, were turned down. They were not physically fit. Why? At least 75 percent of the ailments from which they were suffering stemmed back to malnutrition. The same thing is happening in every State in this Union to a greater or less extent, despite the fact that our people are the best fed people in the world.

Mr. HARNESS of Indiana. Mr. Chairman, will the gentleman yield?

Mr. FLANNAGAN. I yield to the gentleman from Indiana.

Mr. HARNESS of Indiana. Does the gentleman believe some world organization of 40 other powers will help our condition here in the United States with respect to malnutrition?

Mr. FLANNAGAN. I certainly do. I think that if a proper study is made and this information is given to the peoples of the world, that the standard of living of all the people in all the nations, including America, will be increased from year to year. And remember when we increase the standard of living of some nation today which is living in poverty, we improve the financial status of that nation. We increase the wealth of that nation. We make it possible for that nation to deal with us, to buy our goods. Commerce begins to spring up. What

commerce do we have, for instance, with Asia today? Eighty percent of the people of Asia today are engaged in agriculture, yet the Asiatics are probably the worst-fed people in the world. Suppose we succeed in increasing their standard of living and thereby increase their financial standing, is it not reasonable to suppose that in a few years commerce will spring up between Asia and America?

Miss SUMNERS of Illinois. Mr. Chairman, will the gentleman yield?

Mr. FLANNAGAN. I yield to the gentlewoman from Illinois.

Miss SUMNER of Illinois. A series of laudable objectives for this organization is listed in the committee report, but the constitution of the organization itself is not given. I should like to know where we can get hold of that. In connection with the Bretton Woods organization, the objectives were just the opposite of the constitution.

Mr. FLANNAGAN. The constitution is set out in full in House Document No. 128, Seventy-ninth Congress, beginning on page 33, and contains not only the objectives of the organization but the functions of the organization. I read the objectives from the constitution a few minutes ago. The functions of the organization are also stated in the constitution: Let me read them:

ARTICLE I (FUNCTIONS OF THE ORGANIZATION)

1. The Organization shall collect, analyze, interpret, and disseminate information relating to nutrition, food, and agriculture.
2. The Organization shall promote and, where appropriate, shall recommend national and international action with respect to
 - (a) scientific, technological, social, and economic research relating to nutrition, food, and agriculture;
 - (b) the improvement of education and administration relating to nutrition, food, and agriculture, and the spread of public knowledge of nutritional and agricultural science and practice;
 - (c) the conservation of natural resources and the adoption of improved methods of agricultural production;
 - (d) the improvement of the processing, marketing, and distribution of food and agricultural products;
 - (e) the adoption of policies for the provision of adequate agricultural credit, national and international;
 - (f) the adoption of international policies with respect to agricultural commodity arrangements.

3. It shall also be the function of the Organization
 - (a) to furnish such technical assistance as governments may request;
 - (b) to organize, in cooperation with the governments concerned, such missions as may be needed to assist them to fulfill the obligations arising from their acceptance of the recommendations of the United Nations Conference on Food and Agriculture; and
 - (c) generally to take all necessary and appropriate action to implement the purposes of the Organization as set forth in the Preamble.

Mr. Chairman, I hope it will be the pleasure of the House to adopt this joint resolution unanimously.

(Mr. FLANNAGAN asked and was given permission to revise and extend his remarks.)

Mrs. ROGERS of Massachusetts. Mr. Chairman, I ask unanimous consent that the constitution of the Food and Agricul-

ture Organization of the United Nations be printed at this point in the RECORD. It certainly ought to be here. There must have been a mistake in the printing of the committee report that the constitution of the Organization was not included in it. It ought also to be in the joint resolution.

The CHAIRMAN. Is there objection to the request of the gentlewoman from Massachusetts?

There was no objection.

The constitution of the Food and Agriculture Organization of the United Nations is as follows:

CONSTITUTION OF THE FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS

PREAMBLE

The Nations accepting this Constitution, being determined to promote the common welfare by furthering separate and collective action on their part for the purposes of

raising levels of nutrition and standards of living of the peoples under their respective jurisdictions, securing improvements in the efficiency of the production and distribution of all food and agricultural products, bettering the condition of rural populations, and thus contributing toward an expanding world economy,

hereby establish the Food and Agriculture Organization of the United Nations, herein-after referred to as the "Organization," through which the Members will report to one another on the measures taken and the progress achieved in the fields of action set forth above.

ARTICLE I (FUNCTIONS OF THE ORGANIZATION)

1. The Organization shall collect, analyze, interpret, and disseminate information relating to nutrition, food and agriculture.

2. The Organization shall promote and, where appropriate, shall recommend national and international action with respect to

(a) scientific, technological, social, and economic research relating to nutrition, food and agriculture;

(b) the improvement of education and administration relating to nutrition, food and agriculture, and the spread of public knowledge of nutritional and agricultural science and practice;

(c) the conservation of natural resources and the adoption of improved methods of agricultural production;

(d) the improvement of the processing, marketing, and distribution of food and agricultural products;

(e) the adoption of policies for the provision of adequate agricultural credit, national and international;

(f) the adoption of international policies with respect to agricultural commodity arrangements.

3. It shall also be the function of the Organization

(a) to furnish such technical assistance as governments may request;

(b) to organize, in cooperation with the governments concerned, such missions as may be needed to assist them to fulfill the obligations arising from their acceptance of the recommendations of the United Nations Conference on Food and Agriculture; and

(c) generally to take all necessary and appropriate action to implement the purposes of the Organization as set forth in the Preamble.

ARTICLE II (MEMBERSHIP)

1. The original Members of the Organization shall be such of the nations specified in Annex I as accept this Constitution in accordance with the provisions of Article XXI.

2. Additional Members may be admitted to

the Organization by a vote concurred in by a two-thirds majority of all the members of the Conference and upon acceptance of this Constitution as in force at the time of admission.

ARTICLE III (THE CONFERENCE)

1. There shall be a Conference of the Organization in which each Member nation shall be represented by one member.

2. Each Member nation may appoint an alternate, associates, and advisers to its member of the Conference. The Conference may make rules concerning the participation of alternates, associates, and advisers in its proceedings, but any such participation shall be without the right to vote except in the case of an alternate or associate participating in the place of a member.

3. No member of the Conference may represent more than one Member nation.

4. Each Member nation shall have only one vote.

5. The Conference may invite any public international organization which has responsibilities related to those of the Organization to appoint a representative who shall participate in its meetings on the conditions prescribed by the Conference. No such representative shall have the right to vote.

6. The Conference shall meet at least once in every year.

7. The Conference shall elect its own officers, regulate its own procedure, and make rules governing the convocation of sessions and the determination of agenda.

8. Except as otherwise expressly provided in this Constitution or by rules made by the Conference, all matters shall be decided by the Conference by a simple majority of the votes cast.

ARTICLE IV (FUNCTIONS OF THE CONFERENCE)

1. The Conference shall determine the policy and approve the budget of the Organization and shall exercise the other powers conferred upon it by this Constitution.

2. The Conference may by a two-thirds majority of the votes cast make recommendations concerning questions relating to food and agriculture to be submitted to Member nations for consideration with a view to implementation by national action.

3. The Conference may by a two-thirds majority of the votes cast submit conventions concerning questions relating to food and agriculture to Member nations for consideration with a view to their acceptance by the appropriate constitutional procedure.

4. The Conference shall make rules laying down the procedure to be followed to secure:

(a) proper consultation with governments and adequate technical preparation prior to consideration by the Conference of proposed recommendations and conventions; and

(b) proper consultation with governments in regard to relations between the Organization and national institutions or private persons.

5. The Conference may make recommendations to any public international organization regarding any matter pertaining to the purpose of the Organization.

6. The Conference may by a two-thirds majority of the votes cast agree to discharge any other functions consistent with the purposes of the Organization which may be assigned to it by governments or provided for by any arrangement between the Organization and any other public international organization.

ARTICLE V (THE EXECUTIVE COMMITTEE)

1. The Conference shall appoint an Executive Committee consisting of not less than nine or more than fifteen members or alternate or associate members of the Conference or their advisers who are qualified by administrative experience or other special qualifications to contribute to the attainment of the purpose of the Organization. There shall be not more than one member from any Member nation. The tenure and other con-

ditions of office of the members of the Executive Committee shall be subject to rules to be made by the Conference.

2. Subject to the provisions of paragraph 1 of this Article, the Conference shall have regard in appointing the Executive Committee to the desirability that its membership should reflect as varied as possible an experience of different types of economy in relation to food and agriculture.

3. The Conference may delegate to the Executive Committee such powers as it may determine, with the exception of the powers set forth in paragraph 2 of Article II, Article IV, paragraph 1 of Article VII, Article XIII, and Article XX of this Constitution.

4. The members of the Executive Committee shall exercise the powers delegated to them by the Conference on behalf of the whole Conference and not as representatives of their respective governments.

5. The Executive Committee shall appoint its own officers and, subject to any decisions of the Conference, shall regulate its own procedure.

ARTICLE VI (OTHER COMMITTEES AND CONFERENCES)

1. The Conference may establish technical and regional standing committees and may appoint committees to study and report on any matter pertaining to the purpose of the Organization.

2. The Conference may convene general, technical, regional, or other special conferences and may provide for the representation at such conferences, in such manner as it may determine, of national and international bodies concerned with nutrition, food, and agriculture.

ARTICLE VII (THE DIRECTOR-GENERAL)

1. There shall be a Director-General of the Organization who shall be appointed by the Conference by such procedure and on such terms as it may determine.

2. Subject to the general supervision of the Conference and its Executive Committee, the Director General shall have full power and authority to direct the work of the Organization.

3. The Director-General or a representative designated by him shall participate, without the right to vote, in all meetings of the Conference and of its Executive Committee and shall formulate for consideration by the Conference and the Executive Committee proposals for appropriate action in regard to matters coming before them.

ARTICLE VIII (STAFF)

1. The staff of the Organization shall be appointed by the Director-General in accordance with such procedure as may be determined by rules made by the Conference.

2. The staff of the Organization shall be responsible to the Director-General. Their responsibilities shall be exclusively international in character and they shall not seek or receive instructions in regard to the discharge thereof from any authority external to the Organization. The Member nations undertake fully to respect the international character of the responsibilities of the staff and not to seek to influence any of their nationals in the discharge of such responsibilities.

3. In appointing the staff the Director General shall, subject to the paramount importance of securing the highest standards of efficiency and of technical competence, pay due regard to the importance of selecting personnel recruited on as wide a geographical basis as is possible.

4. Each Member nation undertakes, so far as it may be possible under its constitutional procedure, to accord to the Director General and senior staff diplomatic privileges and immunities and to accord to other members of the staff all facilities and immunities accorded to non-diplomatic personnel attached to diplomatic missions, or alternatively to accord to such other members of the

staff the immunities and facilities which may hereafter be accorded to equivalent members of the staffs of other public international organizations.

ARTICLE IX (SEAT)

The seat of the Organization shall be determined by the Conference.

ARTICLE X (REGIONAL AND LIAISON OFFICES)

1. There shall be such regional offices as the Director General, with the approval of the Conference may decide.

2. The Director General may appoint officials for liaison with particular countries or areas subject to the agreement of the government concerned.

ARTICLE XI (REPORTS BY MEMBERS)

1. Each Member nation shall communicate periodically to the Organization reports on the progress made toward achieving the purpose of the Organization set forth in the Preamble and on the action taken on the basis of recommendations made and conventions submitted by the Conference.

2. These reports shall be made at such times and in such form and shall contain such particulars as the Conference may request.

3. The Director General shall submit these reports, together with analyses thereof, to the Conference and shall publish such reports and analyses as may be approved for publication by the Conference together with any reports relating thereto adopted by the Conference.

4. The Director General may request any Member nation to submit information relating to the purpose of the Organization.

5. Each Member nation shall, on request, communicate to the Organization, on publication, all laws and regulations and official reports and statistics concerning nutrition, food, and agriculture.

ARTICLE XII (COOPERATION WITH OTHER ORGANIZATIONS)

1. In order to provide for close cooperation between the Organization and other public international organizations with related responsibilities, the Conference may, subject to the provisions of Article XIII, enter into agreements with the competent authorities of such organizations defining the distribution of responsibilities and methods of cooperation.

2. The Director-General may, subject to any decisions of the Conference, enter into agreements with other public international organizations for the maintenance of common services, for common arrangements in regard to recruitment, training, conditions of service, and other related matters, and for interchanges of staff.

ARTICLE XIII (RELATION TO ANY GENERAL WORLD ORGANIZATION)

1. The Organization shall, in accordance with the procedure provided for in the following paragraph, constitute a part of any general international organization to which may be entrusted the coordination of the activities of international organizations with specialized responsibilities.

2. Arrangements for defining the relations between the Organization and any such general organization shall be subject to the approval of the Conference. Notwithstanding the provisions of Article XX, such arrangements may, if approved by the Conference by a two-thirds majority of the votes cast, involve modification of the provisions of this Constitution: Provided that no such arrangements shall modify the purposes and limitations of the Organization as set forth in this Constitution.

ARTICLE XIV (SUPERVISION OF OTHER ORGANIZATIONS)

The Conference may approve arrangements placing other public international organizations dealing with questions relating to food and agriculture under the general authority of the Organization on such terms as may be

agreed with the competent authorities of the organization concerned.

ARTICLE XV (LEGAL STATUS)

1. The Organization shall have the capacity of a legal person to perform any legal act appropriate to its purpose which is not beyond the powers granted to it by this Constitution.

2. Each Member nation undertakes, insofar as it may be possible under its constitutional procedure, to accord to the Organization all the immunities and facilities which it accords to diplomatic missions, including inviolability of premises and archives, immunity from suit, and exemptions from taxation.

3. The Conference shall make provision for the determination by an administrative tribunal of disputes relating to the conditions and terms of appointment of members of the staff.

ARTICLE XVI (FISH AND FOREST PRODUCTS)

In this Constitution the term "agriculture" and its derivatives include fisheries, marine products, forestry, and primary forestry products.

ARTICLE XVII (INTERPRETATION OF CONSTITUTION)

Any question or dispute concerning the interpretation of this Constitution or any international convention adopted thereunder shall be referred for determination to an appropriate international court or arbitral tribunal in the manner prescribed by rules to be adopted by the Conference.

ARTICLE XVIII (EXPENSES)

1. Subject to the provision of Article XXV, the Director-General shall submit to the Conference an annual budget covering the anticipated expenses of the Organization. Upon approval of a budget the total amount approved shall be allocated among the Member nations in proportions determined, from time to time, by the Conference. Each Member nation undertakes, subject to the requirements of its constitutional procedure, to contribute to the Organization promptly its share of the expenses so determined.

2. Each Member nation shall, upon its acceptance of this Constitution, pay as its first contribution its proportion of the annual budget for the current financial year.

3. The financial year of the Organization shall be July 1 to June 30 unless the Conference should otherwise determine.

ARTICLE XIX (WITHDRAWAL)

Any Member nation may give notice of withdrawal from the Organization at any time after the expiration of four years from the date of its acceptance of this Constitution. Such notice shall take effect one year after the date of its communication to the Director-General of the Organization subject to the Member nation's having at that time paid its annual contribution for each year of its membership including the financial year following the date of such notice.

ARTICLE XX (AMENDMENT OF CONSTITUTION)

1. Amendments to this Constitution involving new obligations for Member nations shall require the approval of the Conference by a vote concurred in by a two-thirds majority of all the members of the Conference and shall take effect on acceptance by two-thirds of the Member nations for each Member nation accepting the amendment and thereafter for each remaining Member nation on acceptance by it.

2. Other amendments shall take effect on adoption by the Conference by a vote concurred in by a two-thirds majority of all the members of the Conference.

ARTICLE XXI (ENTRY INTO FORCE OF CONSTITUTION)

1. This Constitution shall be open to acceptance by the nations specified in Annex I.

2. The instruments of acceptance shall be transmitted by each government to the

United Nations Interim Commission on Food and Agriculture, which shall notify their receipt to the governments of the nations specified in Annex I. Acceptance may be notified to the Interim Commission through a diplomatic representative, in which case the instrument of acceptance must be transmitted to the Commission as soon as possible thereafter.

3. Upon the receipt by the Interim Commission of twenty notifications of acceptance the Interim Commission shall arrange for this Constitution to be signed in a single copy by the diplomatic representatives, duly authorized thereto, of the nations who shall have notified their acceptance, and upon being so signed on behalf of not less than twenty of the nations specified in Annex I this Constitution shall come into force immediately.

4. Acceptances the notification of which is received after the entry into force of this Constitution shall become effective upon receipt by the Interim Commission or the Organization.

ARTICLE XXII (FIRST SESSION OF THE CONFERENCE)

The United Nations Interim Commission on Food and Agriculture shall convene the first session of the Conference to meet at a suitable date after the entry into force of this Constitution.

ARTICLE XXIII (LANGUAGES)

Pending the adoption by the Conference of any rules regarding languages, the business of the Conference shall be transacted in English.

ARTICLE XXIV (TEMPORARY SEAT)

The temporary seat of the Organization shall be at Washington unless the Conference should otherwise determine.

ARTICLE XXV (FIRST FINANCIAL YEAR)

The following exceptional arrangements shall apply in respect of the financial year in which this Constitution comes into force:

(a) the budget shall be the provisional budget set forth in Annex II to this Constitution; and

(b) the amounts to be contributed by the Member nations shall be in the proportions set forth in Annex II to this Constitution: Provided that each Member nation may deduct therefrom the amount already contributed by it toward the expenses of the Interim Commission.

ARTICLE XXVI (DISSOLUTION OF THE INTERIM COMMISSION)

On the opening of the first session of the Conference, the United Nations Interim Commission on Food and Agriculture shall be deemed to be dissolved and its records and other property shall become the property of the Organization.

Mrs. ROGERS of Massachusetts. Mr. Chairman, I yield 5 minutes to the gentleman from Wisconsin [Mr. MURRAY].

(Mr. MURRAY of Wisconsin asked and was given permission to revise and extend his remarks.)

IN SUPPORT OF HOUSE CONCURRENT RESOLUTION 39

Mr. MURRAY of Wisconsin. Mr. Chairman, I support this legislation for two definite reasons:

First. The first reason this legislation merits our support is because it provides the machinery for friendly agricultural relations between countries. This legislation is a forward step in effectuating world peace. The rural people of the world are peace loving, and as a group should be coordinated in an effort to bring and maintain peace in the world for all time. The land and who owns it, who controls it, and who works it has

been one of the problems in history in relation to war. The land problem has been a real problem within countries as well as between countries. As a group the rural people of all countries are peace-loving people. The very nature of their farm life and the necessity of their cooperation with the many forces of nature to produce the necessities of life creates within them the fundamentals for peaceful relationships. The rural people on farms and in cities under 2,500 in population raise most of the children of the Nation.

The F. A. O. will give the rural people of the world an opportunity to study the agricultural problems of the world and give their members an opportunity to present their recommendations to the governments of the world. We, ourselves, could make good use of this information. We have not all the agricultural information in the world. If you call the Congressional Library and obtain the book on the Rothamsted Experiments, you will find that the English had a rather extensive knowledge of soil fertility 50 to 100 years ago. It is to be regretted that the World Food Conference at Hot Springs was shrouded in so much mystery. Open covenants openly arrived at applies to these agricultural discussions as much as to anything else.

If Representatives of the Congress from the important committees had been allowed to attend this Conference a better understanding of its objectives would have resulted.

Second. The second reason I feel this legislation deserves support is that this Organization could be the clearing house for discussion of our many agricultural problems, in reference to our foreign agricultural commerce.

Our problems in foreign agricultural commerce today are different than ever before. One cause of this difference is the legislation that has been passed by our own Congress, such as the 90-percent parity floor price. Another difference is due to the fact that we have, as a nation, erected what constitutes import embargoes on foreign agricultural products as well as export embargoes on at least one agricultural product. We, as a nation, have adopted a program of paying export bounties in order to obtain a part of the world market for certain agricultural products. We have a domestic agricultural program based on a parity formula that is interwoven with our foreign agricultural program. We have strong farm organizations. We have strong leadership in our agricultural colleges. We have State departments of agriculture with capable agricultural commissioners in each State. We have a strong well-enlightened rural press in America. We have a broad rural Extension Service carrying the facts to the farmer in every county of the Nation. We have hundreds of agricultural classes in our high schools with well-prepared teachers. We have the A. A. A. reaching into every county in the Nation. We have the best brains of the Nation working year after year on this domestic agricultural program. We have between 200,000 and 300,000 full or part-time employees on the Federal pay roll carrying out this domestic agricultural program. We are

appropriating about \$1,000,000,000 a year to carry on this domestic agricultural program. These many agricultural agencies are cooperating for the welfare of American agriculture. Do you wish to jeopardize this domestic agricultural program?

This world agricultural situation presents many questions. In our country a large percentage of the farms are owned by the men that live on them and operate them. This can appropriately be termed the "American way of farm life." Whether it is the most efficient method of producing food or whether it is not, the plans has made a great contribution to making America great. Can we talk about family-sized farms and owner-operated farms in our own country and invite more agricultural imports from countries where the agriculture of that country is based on a different concept of agriculture?

Many social problems are involved in this picture as well as the economics involved. It is fair to assume that the rural people are entitled to a price for their product that gives them equal opportunities with the other groups of our society. It is fair to assume that they are entitled to a price for their products that will enable them to farm their farms and not mine them, as they have done in total the past 200 years.

If we are justified and have reason to feel that this goal is meritorious and that our agricultural objective is desirable for our national welfare, there are many questions we should be asking ourselves today. Among them are:

First. How much further can we go in subsidizing exports wherein we capture our part of the world agricultural commerce by so doing?

Second. How much further should we go down the road of putting embargoes on exports or imports of agricultural products?

Third. Can we contend that we are helping the American farmer when we import agricultural products from a country where the land is owned by large landowners where they pay their farm labor from 15 cents to 50 cents per day? Or are we helping just a few large landowners?

Fourth. If these large landowners in foreign countries—that may control the country as well—pay the farm workers 15 cents to 50 cents a day, where are these farm workers benefited if the large landowners are allowed to ship the farm products to the United States markets in competition to our farmers? Do the shipments help a few large landowners only?

Fifth. Since the United States is a country with a high percentage of small landowners where the individual owns and operates his own farm, or at least that is the announced goal and objective, just exactly how are we going to maintain this American way of farm life when their farm products must compete with farm products of countries paying 15 cents to 50 cents per day for farm labor?

Sixth. If the establishment of steel mills in Brazil with United States Federal money as a loan and supposedly to be repaid, causes such a furor and criti-

cism in the industrial world how do you justify the giving of the American market for farm products to countries with large landowners who pay 15 cents to 50 cents per day?

Seventh. If the policy is to be one of mutual benefit for the greatest number of people in all countries do you think more people could be benefited in a foreign country by helping to provide them good industrial jobs in steel mills and other industrial establishments in their own country than could be benefited by shipping their agricultural products to us in exchange for industrial goods?

Eighth. If it is a desirable national policy to further industrialize the United States and import still more competitive agricultural products why should we not be honest about it and tell the American farmer just what he can expect from such a program? Should we be a party to deceiving him and make him believe something is being done to help him when in fact we may be doing something to harm him?

If as in 1939 under our present domestic and foreign agricultural program many farm products brought as little as 45 percent to 60 percent of parity, and we imported \$526,000,000 worth of competitive agricultural products, just exactly how many millions and billions of dollars' worth of agricultural products will come to our market if the 90 percent parity floor is maintained during the war and 2 years after the war? Is the answer that we will have to put on additional import quotas as proposed by representatives of the office of the Secretary of Agriculture before the Agriculture Committee last week when the present bill was being discussed?

I do not claim to have the answers to all these questions. I would like to have them answered by someone who has responsibility to the people. I would like to have them ironed out by people representing the rural people of the United States. I do not subscribe to a program where magic and mystery supplant fairness and common sense.

The world agricultural organization would be the logical place for these discussions. If our agricultural exports are to be dependent on world marketing agreements that determine how much of the world market the American farmer can have, is there anything sinful in suggesting that the American farmer might be justified in having something to say about how much and how many foreign agricultural products can be imported into America? If we have a quota on exports should we have a quota on imports?

We must remember what the pre-war farm-price situation really was from 1930 to 1940. The approach is not how low the prices were in 1932 at a time of a world slump. Nor do I wish to be too critical of the prices prevailing in 1939 after millions had been poured into the farm program. But if we had 18 cents per bushel oats, 48 cents per bushel wheat in some States, 34 cents per bushel corn, 8+ cents per pound cotton, 16 cents per pound wool in Oklahoma, \$1.14 per hundredweight milk in many States, 20 cents per pound butter fat, and 12 cents per pound cheese, as well as 10,000,000

of unemployed immediately before the war, just exactly how are we going to prevent the 3-15 cents per hour labor return to these farmers after the war? Can we expect much purchasing power of people getting 3-15 cents per hour in our own country? Can we expect much purchasing power from people getting 5 to 50 cents in a foreign country? These are the questions. What is your answer and your approach? How are we going to be helpful and fair to our own rural people in relation to other groups of our society and not follow an unwise policy in our relation to the rural people and the peoples of other lands?

These are fair questions and deserve fair answers. House Joint Resolution 35 should help answer these questions.

Miss SUMNER of Illinois. Mr. Chairman, will the gentleman yield?

Mr. MURRAY of Wisconsin. I yield.

Miss SUMNER of Illinois. Mr. Chairman, I hope the gentleman knows that this authority of this organization seems to be absolutely unlimited. On page 4 of the constitution, it says:

It may perform any functions—

That is, this Organization may perform any function—

which may be assigned to it by governments or provided for by any arrangement between the Organization and any other public international organization.

That seems to give absolute and unlimited authority.

Mr. MURRAY of Wisconsin. I might say as far as the authority is concerned, we know that just depends on who is going to conduct it. As far as the money is concerned, it will not live very long if the Congress does not appropriate the necessary funds to keep it going. So any time this organization is not performing in a manner to suit the United States, there is nothing permanent about the appropriation. There is no reason why the Congress cannot stop it any time it wants to after the preliminary period.

Mrs. ROGERS of Massachusetts. Mr. Chairman, will the gentleman yield?

Mr. MURRAY of Wisconsin. I yield to the distinguished gentlewoman from Massachusetts.

Mrs. ROGERS of Massachusetts. I will remind the gentleman and the Congress that during the life of the Agricultural Institute there were years when Congress did not appropriate any money for the United States and the activity would cease. Therefore, there is a very easy way to cut off any activity when the funds are not appropriated. That can be done in this case if the appropriations find any danger to the welfare of the United States.

Mr. MURRAY of Wisconsin. I thank the gentlewoman from Massachusetts.

Mr. RICH. Mr. Chairman, will the gentleman yield?

Mr. MURRAY of Wisconsin. I yield.

Mr. RICH. Suppose we do set this organization up and the members of the board from the United States make a lot of promises to other foreign countries. Then they come back to the Congress and ask for the appropriation and the Congress does not make the appropriation. What will the thought of those other nations be, "Why, America has

promised to do certain things and it has fallen down." Now, you have to be very careful that we do not have men representing the American Government with these provisos and then the Congress fail to carry them out.

Mr. MURRAY of Wisconsin. My answer to the gentleman is, that he should not have any great worry as to what these peace minded people, farm people, are going to do in connection with this organization. The rural people are the largest single group in the world.

Mr. RICH. I am not half worried about what the farmers of this country are going to do. I am worried about what the politicians are going to do.

Mr. MURRAY of Wisconsin. The F. A. O. will allow the farm-minded people to keep the politicians in line.

The CHAIRMAN. The time of the gentleman from Wisconsin has expired.

Mr. LUTHER A. JOHNSON. I yield the gentleman 1 additional minute.

Mrs. ROGERS of Massachusetts. I yield the gentleman 1 additional minute.

Mr. LUTHER A. JOHNSON. For the purpose of supplementing the answer made to the gentleman from Pennsylvania [Mr. RICH] relative to some promises being made which the Congress might not keep; the gentlewoman from Illinois [Miss SUMNER] referred to article IV of the constitution. That says:

The Conference shall determine the policy and approve the budget of the organization and shall exercise the powers conferred upon it by the constitution.

The Constitution expressly confers powers and it also expressly provides that those powers cannot be changed or enlarged except by a vote of two-thirds; and that the United States will not be bound except by act of Congress. So our representatives are bound by this Constitution and they cannot even change the organization without an act of Congress authorizing it to be done.

Mr. MURRAY of Wisconsin. I thank the gentleman from Texas.

Mr. SPRINGER. Will the gentleman yield?

Mr. MURRAY of Wisconsin. I yield.

Mr. SPRINGER. I note the resolution provides for an appropriation of a sum not exceeding \$625,000 during the first fiscal year of the organization, and sums not exceeding \$1,250,000 annually thereafter. This is permanent legislation, is it not?

Mr. MURRAY of Wisconsin. It is, but the Congress can always deny appropriations when it wishes to do so, I hope.

Mr. LUTHER A. JOHNSON. Mr. Chairman, I yield 5 minutes to the gentlewoman from Illinois [Mrs. DOUGLAS].

Mrs. DOUGLAS of Illinois. Mr. Chairman, while the most momentous conference of our times is being held in San Francisco, we in Congress have a chance to test our own sincerity and implement fine words about peace, with action. The first permanent agency of the projected United Nations organization is now before us. This agency deals with the most basic human needs.

In the midst of war it is right that our main concern in world organization should center on ways of dealing with further aggression. Yet this policeman's

task is only part of the job. The other part, in the long run even more important, is correction of those conditions which breed wars. As nations develop peaceful ways of solving their problems, the policeman's task grows less.

Wherever there is hunger, recurrent plagues, and desperation, there is fertile soil for demagogues, dictators, and violence. And yet half of the world has never had enough to eat. In the past this was perhaps inevitable, but today modern farm techniques and transportation make it possible for man to conquer famine and free himself of this most desperate fear.

Aside from humanitarian reasons, the United States as the greatest creditor and exporter nation has a double stake in the project before the House. We want to increase stability throughout the world, thus removing the worst danger spots for the sake of our own security and in addition we want to raise the standard of living so that we can expand our own markets. Our best trading partners have always been nations with comparatively high standards of living.

The Food and Agriculture Organization will be a world-wide agency for pooling the best knowledge on the problems of nutrition, agriculture, and marketing. It will furnish scientific and technical help to governments requesting it and it will, in short, act as a fact-finding and fact-distributing agency. For a highly developed nation like ours, F. A. O.'s chief direct service will be in statistical help in showing us the world picture and its agricultural needs. While it could invoke no authority over any nation's policy, it will offer constructive aid for all. Our investment in destruction has necessarily been vast. Now let us invest a comparatively tiny sum in constructive processes which can help stabilize the world against future wars.

The world is watching the United States as the pivotal nation is creating a durable peace. The greatest reassurance which we can give today is the unanimous acceptance of House Joint Resolution 145. This would show our readiness to joint with the United Nations' first permanent project to come before the Congress.

Mrs. ROGERS of Massachusetts. Mr. Chairman, I yield such time as he may desire to the gentleman from Illinois [Mr. CHIPERFIELD].

Mr. CHIPERFIELD. Mr. Chairman, I favor the passage of House Joint Resolution 145, providing for membership of the United States in the Food and Agriculture Organization of the United Nations, because I believe its purposes and functions will not only be of benefit to the United States but will be an aid to obtaining world security and prosperity.

This bill was passed unanimously by our Foreign Affairs Committee and is strongly backed by the Surgeon General's Office, Department of Agriculture, American Federation of Labor, the Grange, the American Farm Bureau, and many other national organizations.

Its purposes and functions are simple. I believe in order to save time I could best state these functions by referring to

the statement of Dean Acheson, Assistant Secretary of State, on page 23 of the hearings, and quote from his statement, because I believe it is the most concise and clearest statement of any of the witnesses who appeared before our committee:

SPECIFIC FUNCTIONS OF FOOD AND AGRICULTURE ORGANIZATION

Article I of the constitution then proceeds to define more precisely the functions which are to be performed by the organization in the furtherance of these broad purposes. These include first the collection, analysis, interpretation, and dissemination of information relating to nutrition, food, and agriculture. The second major function of the organization is the promotion, and in appropriate cases, recommendation of national and international action with respect to all types of research relating to food and agriculture; the improvement of education and administration, and the spread of public knowledge in these fields; the conservation of natural resources and the adoption of improved methods of agricultural production; improvement of processing, marketing, and distribution of agricultural products; the adoption of policies for the provision of adequate agricultural credit, both national and international; and the adoption of international policies with respect to agricultural commodity arrangements. In all the fields in this second category of functions, it will be observed that the Food and Agriculture Organization is not itself the active agent for carrying its knowledge or recommendations into effect; its function is rather the promotion of knowledge and of desirable public policy in these fields, leaving individual countries free to determine to what extent and by what methods they give effect to the recommendations of the Organization.

The third main function of the organization is to assist in making technical assistance available to governments which desire it, in part by providing, in cooperation with governments concerned, such missions as may be needed to assist them in realizing the purposes of the Organization.

The raw materials for the work of the Organization will be in large part the reports and information periodically made available by the member governments and such special reports as may be requested on the progress made toward achieving the purposes of the organization as set forth in the preamble. These reports and statistics will serve a dual function: They will enable the organization to serve as a research and statistical clearing house which member nations can use to help them achieve better levels of living for themselves, and in addition they will serve as a perpetual international reminder that facts and statistics and advice must find ultimate expression in human betterment. This two-way flow of information between members and the organization will thus serve both to deepen and broaden the bases of knowledge and will cause each nation to examine its own experience and to determine how well it has applied the best knowledge and techniques available to it.

At the recent food conference when they drew up the constitution for this organization, they made up a budget amounting to \$2,500,000 for the first financial year of the organization. In this constitution each member nation was required to contribute a proportionate share of the organization's budget, our share being 25 percent was \$625,000, for the first financial year. During subsequent years it was believed by the conference that the annual budget of the organization would be in the neighborhood of \$5,000,000. Consequently, after

the first year, our share would be not to exceed \$1,250,000.

When this bill was originally brought before our committee it authorized an appropriation of \$1,250,000 annually for our share in this organization. I pointed out the fact in committee that our share for the first year would be only \$625,000 and suggested that we should make that fact clear to the Appropriations Committee in this resolution. Subsequently the words "not to exceed \$1,250,000 annually" were stricken out of the original bill and the following language substituted:

A sum not to exceed \$625,000 during the first year of the organization and sums not to exceed \$1,250,000 annually thereafter.

There is one additional feature I wish to call to your attention concerning this measure. In section 4 it provides:

Unless Congress by law authorizes such action, neither the President nor any person or agency shall on behalf of the United States accept any amendment under paragraph 1 of article XX of the constitution of the organization involving any new obligation for the United States.

Therefore this resolution makes it clear that no amendment is to be accepted on behalf of the United States under this paragraph unless the Congress by law authorizes such action. So our obligations under this bill are fixed and cannot be increased unless Congress so authorizes.

It may be well to call to your attention that we had been a member for many years of the International Institute at Rome which had for its purpose a similar objective. Naturally during the war days and Rome being occupied this organization ceased to function. The organization attempted to be built here, however, goes beyond the scope of the Rome Institute since it dealt entirely with agriculture and did not deal with various aspects of food and nutrition.

Under section 3 of this bill it will probably be possible to salvage many assets of the old organization, known as the Institute of Rome.

It seems to me as we grow closer to final victory it is most urgent that we build a strong foundation for a peace that will last and one of the best ways to prevent aggression is, so far as possible, to remove the causes of discontent and the conditions that invite aggression. Lack of food, malnutrition, and economic instability of nations have been contributing factors to war.

If this measure will only help to remove some of these causes and get some of the ravaged countries back on their feet at a most negligible cost to ourselves, I believe it will be more than worthwhile. For if these countries are strengthened they in turn will be able to trade with us and we in turn will be the beneficiary.

This, to my mind, will be the first of the permanent organizations for world cooperation and I therefore urgently and respectfully request your support.

(Mr. CHIPERFIELD asked and was given permission to revise and extend his remarks.)

Mrs. ROGERS of Massachusetts. Mr. Chairman, I yield 2 minutes to the gentlewoman from Ohio [Mrs. BOLTON].

Mrs. BOLTON. Mr. Chairman, in speaking in favor of this resolution I do so with a very real sense of our obligation to the world to share our understanding of the scientific principles of farming and of food production with other peoples, as well as with a keen desire to have us participate in the benefits of the conference this organization will make possible. I do so with the further certainty that only as the standard of life rises in the entire world will the hope for continued peace become a fact. Hungry people are dangerous people—dangerous to peace. It seems to me that the more we share in the dissemination of the benefits to be derived from a more and more adequate world food supply, the more we help build the bodies of the people of the world, especially as we serve to make it possible for them to raise their own food, the more likelihood there will be of building a sound economic structure throughout the world which in itself will be a strong guaranty of lasting peace.

It is my earnest hope that this Congress will support this resolution.

The CHAIRMAN. The time of the gentlewoman from Ohio has expired.

Mr. LUTHER A. JOHNSON. Mr. Chairman, I yield myself 5 minutes.

The CHAIRMAN. The gentleman from Texas is recognized for 5 minutes.

Mr. LUTHER A. JOHNSON. Mr. Chairman, this resolution carries out the first one of the international agreements that our Government has entered into with the other nations of the earth, and is the outgrowth of the conference held at Hot Springs in 1943. This conference of the United Nations on food and agriculture was the result of the vision and the initiative of President Roosevelt. He believed that there was a special appropriateness in the fact that the first collaborative action of the United Nations looking beyond the war period should be in a field that affected the welfare of so large a part of the world's population.

The hearing before our committee was most interesting. I wish the entire membership of the House could have heard the witnesses who appeared, and, if so, the action of the House today would be unanimous, as was the action of our committee. Secretary of Agriculture Wickard appeared in person. Secretary of State Stettinius sent a written statement. Assistant Secretary of State Dean Acheson testified. The Honorable Marvin Jones, who was for many years chairman of the House Committee on Agriculture and who is now War Food Administrator and who was, by the way, the president of the conference held at Hot Springs, made an excellent statement which appears in the hearings. Some of those who have been asking what effect this organization is going to have upon our own agricultural interests should read the statement of Judge Marvin Jones. They should also read the statement contained in the hearings from the master of the National Grange, Albert S. Goss, and Mr. Edward A. O'Neill, of the American Farm Bureau,

and other farm organizations, all of whom have given much thought and study to this problem and they realize that instead of hurting the farmers it is going to help them and help the nations of the world.

Another witness we had who was most interesting was the Surgeon General of the United States Public Health Service, Dr. Thomas Parran. His statement was most enlightening with reference to the need for some means of instructing the people with reference to food. The startling statement was made, verified and confirmed by others, that two-thirds of the people of the earth for a number of years have been hungry. As long as you have hungry people, as the distinguished gentlewoman from Ohio [Mrs. BOLTON] said a few moments ago, there is a seed for war and when you can allay that, when you can have the people in a position where they are not hungry, they are not so likely to follow a Mussolini, Hitler, or any other dictator who will stir up a war.

Miss SUMNER of Illinois. Mr. Chairman, will the gentleman yield?

Mr. LUTHER A. JOHNSON. I yield to the gentlewoman from Illinois.

Miss SUMNER of Illinois. We had two of the most prosperous nations start the present war, namely, Japan and Germany. Surely no one thinks that China or India started it.

Mr. LUTHER A. JOHNSON. I think it started down there in Italy when Mr. Mussolini, who ended his earthly career yesterday, started a drive down into Ethiopia. That was taken up by other countries and carried on.

Miss SUMNER of Illinois. Is there any intention to bring in a bill to have us join an organization by which the manufacturing secrets of our industries shall be given to other countries?

Mr. LUTHER A. JOHNSON. None that I know of. This organization will not give any secrets to anybody. It is simply a clearing house for knowledge with reference to nutrition and food values. The gentleman from Indiana in reading the statement he did with reference to the functions of the Organization omitted some of the functions and only referred to one. It has several different functions, the first of which is that the Organization shall collect, analyze, interpret, and disseminate information relating to nutrition, food, and agriculture. Function number two is that the Organization shall promote and where appropriate shall recommend national and international action with respect to scientific, technological, and other knowledge, resources and so forth.

It is just simply a clearing house. It does not have administrative application and it will not take any affirmative action. It simply exchanges ideas and furnishes information to the member nations.

Mr. BONNER. Mr. Chairman, will the gentleman yield?

Mr. LUTHER A. JOHNSON. I yield to the gentleman from North Carolina.

Mr. BONNER. I am interested in what the gentleman and others have stated. Is not the Department of Agriculture already set up, able to do the very same things this will do?

Mr. LUTHER A. JOHNSON. With reference to our own country; yes.

Mr. BONNER. If we are going into the international raising of food, then we could as well delegate the present Department of Agriculture to go out and disseminate knowledge throughout the world as to how to produce more food. There would not be any advantage to this organization.

Mr. LUTHER A. JOHNSON. The advantage of this organization is that 44 countries, it is hoped, will participate and will exchange their ideas with reference to various problems, transmit them to their people, and we will cooperate to the extent of our ability. The organization, as such, will not raise or produce food.

The CHAIRMAN. The time of the gentleman from Texas has expired.

Mrs. ROGERS of Massachusetts. Mr. Chairman, I yield 5 minutes to the gentleman from Kansas [Mr. HOPE].

Mr. HOPE. Mr. Chairman, I think anyone who believes in international cooperation at all must be for the pending resolution because I know of no form of international cooperation which is any less expensive, which is any milder or which is any broader with respect to the number of people and countries affected than this Organization.

The total financial contribution of this country for the first year will be about the same as the cost of one B-29 bomber. The extent of the authority given this organization is to carry on a research, statistical, and service program. It has no authority over any government but it is at the service of any member government which wishes to make use of its facilities.

One reason I think that an organization of this kind may do a great deal toward bringing about world cooperation and eventual world peace is there is no subject in the world in which more people have an interest than food. It touches everyone. It offers a common ground upon which all the people of the world can get together. We are shocked these days in reading about the cruelties and the starvation carried on in the German prison camps. But I hope we do not overlook the fact that every year in this world there are perhaps 100 times as many people dying from starvation and malnutrition as have died in German prison camps, and that is a situation of which no American can be very proud. We in this country have taken food for granted. It does not touch our consciousness at all except perhaps in times like these when we have rationing and that sort of thing to contend with, but that is not true the world over. I am not afraid of competition with our agriculture in this country as long as there are millions and millions of people throughout the world who are undernourished. Until the time that the world can feed its people in something like an adequate manner I am not going to worry about what this organization may do to the American farmer in the way of setting up competition. I do not think that the American farmers and their leaders in this country are very much worried about it either, because practically all of the farm organizations

and many of the representatives of agriculture in Government appeared before the committee in support of this legislation.

Mr. LUTHER A. JOHNSON. Mr. Chairman, I yield 2 minutes to the gentleman from California [Mr. DOYLE].

(Mr. DOYLE asked and was given permission to revise and extend his remarks.)

Mr. DOYLE. Mr. Chairman, coming from the great agricultural State of California I desire to compliment and congratulate the Committee on this very fine unanimous report. I think it should be significant to both sides of the center aisle that this is a unanimously approved resolution. I bespeak for it unanimous approval of this distinguished legislative body. This is another time when we can plant our feet again in the pathway to permanent peace. Let us not sidetrack and go off on a side rail in this history-making time of our world by refusing steadfastly and strongly—if you please, unanimously—this day to prove to the world that we have more pride, patriotism, and determination for world peace than we have greed for dollars.

Yes, gentlemen, I respectfully and emphatically use the term "greed for dollars." That same greed has, no doubt, been one of the major causes of world war—if, in fact, it is not the major cause therefor. It should be startlingly significant and strengthening that the membership of this distinguished Committee on Foreign Affairs has voted out this resolution we are now debating unanimously, which unanimous report came from the distinguished personnel of this committee at this time in the world's history. With the San Francisco United Nations Conference just beginning, it means that no member of our Foreign Affairs Committee has been careless or hasty in his or her consideration of the import of this resolution. With such report emanating from this committee just at this time, after its most diligent, thorough-going study, hearings, and consideration, gentlemen, I feel this House has the right to expect a unanimous favorable vote. I have not yet heard a single sound remark against the proposal. If there be such, then let the Member holding such sincere, honest reason speak up, that we shall promptly debate and dispose of it. I am sure that any trivial, inconsequential, or political maneuvering or consideration will not enter into this epochal debate. I say epochal, because, it is just that. The passing of this resolution is definitely related to the strength or weakness of the national good will and relationship conferences going on this very hour in the history-making meeting of the United Nations, in my native State of California, at San Francisco. We must strengthen their hands, their minds, their spirits, by our decision here. Nor is it any inconsiderable import which our decision will have. This is the first time that this great Congress has been asked to speak out in support and vote for or against one of the national footsteps on the pathways to enduring peace.

There appears no question that the United Nations Conference on Food and Agriculture at Hot Springs in May 1943

was another of the practical visions of the great initiative of our beloved late President Roosevelt, for the safety and security of the peoples of the world. We must look at it in that light not least of all. He knew and we know that food affects the welfare—yes the very survival—of every living person in every home, in every hamlet everywhere. History records there never has been food enough to sustain the health of all peoples. History also records that the first reason for malnutrition and hunger of people is poverty and lack of wherewithal to acquire food. There is no gainsaying the first responsibility for the health of its people rests with each nation to have that food and to take those steps. Too, there is no question either that the nations of the world now live so closely in our world neighborhood that this absolute necessity of food and health for the masses of people in the world can best be achieved by pulling together as world neighborhoods.

The sustaining freedom of want of food for daily need is fundamental to a just and permanent solution of all other national and world problems and relationships. A hungry world, or a world in which the majority of people are hungry, is a world in which the dictators and warmongers will again arise and thrive on human hungers and fears. We, today, have a chance for the first time in the world's history to plant a firm foot in the pathway of world peace to help to make it literally true that the masses of people in the world have sufficient to eat each day. Without this sufficiency world wars will continue and there will be no world security against war. In fact, gentlemen, if we today vote against this resolution on account of not knowing exactly the number of dollars or cents which our Nation will have to contribute, or if we vote against it for any reason, in my judgment, we will be directly contributing to another world war in the lifetime of most of us on this floor this day.

The preamble of the constitution of this world Food and Agriculture Organization is set out on page 3 of the committee's report now in our hands. And in itself, it declares objectives, which should command the unanimous approval of this bill under the circumstances under which we are meeting. The nominal sum of dollars it will require from our Nation to be effective, in the presence of the significant meeting at San Francisco, out of which will either come world working machinery for enduring peace or the lack of it are inconsequential. That preamble states that the nations accepting it are determined to promote the common welfare of the world by furthering collective action on the part of those nations for the purpose which I shall read.

They are as follows:

First. Raising levels of nutrition and standards of living of the peoples under their respective jurisdictions.

Second. Securing improvements in the efficiency of the production and distribution of all food and agricultural products.

Third. Bettering the condition of rural populations.

If there cannot be international co-operation that the people of the world shall have daily food, I then cannot conceive of any field of international collaboration in which there can be enduring international agreement and accord. As food determines the health, mind, and spirit of a single individual, so it determines the same in the daily life of a nation; and as well it determines the daily attitude of all nations in this world neighborhood in which we now live. Our Nation cannot isolate itself ever again, either in food or anything else, and expect as a result thereof security in food or anything else, which the other peoples of the world have less of than they need. We must raise the level of living of the peoples of the world, in order to have security for our own level and standard of life. We must teach the peoples of the world to raise their own standards of living by cooperating with those people that they may better and more promptly know how to raise their own daily bread. This is fundamental, if we would have world security and world peace from wars. We must vote this resolution this day. It would be glorious for our Nation and the world if every Member on this floor would vote "aye."

Mrs. ROGERS of Massachusetts. Mr. Chairman, I yield myself the balance of the time on this side.

Mr. Chairman, a very distinguished diplomat said to me when I was in Europe in October that he feared the peace would be even worse than the war. Of course, he meant the readjustment period, the period when there would be thousands of hungry people with no food to give them immediately, and perhaps not for some time. Certainly this agricultural constitution can be very helpful in working out an equitable and proper distribution of food and the raising of the necessary things with which to feed the people. Certainly we do not want the people of the world to starve in the end. That would not help the United States either. I saw hungry people in Italy and Belgium and France. I never shall forget last autumn.

That is for the humanitarian side of it, Mr. Chairman, but I should like to speak also of the practical, the business side of it, as far as the United States is concerned. I understand that the Secretary of Agriculture made a statement before the Committee on Agriculture. May I ask the distinguished gentleman from Wisconsin if he has anything to say regarding that statement? It certainly has to do with the world price of agricultural commodities.

Mr. MURRAY of Wisconsin. I may say to the distinguished gentlewoman from Massachusetts that the only point I wish to make in connection with his testimony is in answer to what we are going to do if we keep on putting on import quotas and also continue to pay export bounties. The Secretary himself referred it to his assistant, and his assistant said that the only thing we can do to protect the American market is to put additional embargoes on imports. That was one of the things I wanted to discuss if I had had more time today, because that is a pretty serious matter.

That cannot be our only answer. If we are going to have a good, friendly agricultural relationship in this world, it appears to me that we are going to do it through this organization much better than by having someone that just happens to want to put an embargo on something coming in here or on something going out of this country, because, to me, as far as peaceful relationships in this world are concerned, it is one of the most dangerous procedures we can get into unless it is by agreement between countries.

We may pay so much a bale or so much a bushel as an export bounty on certain agricultural products, and if it is agreed by this group that that is a part of the procedure, that may be a satisfactory arrangement. But if we are just going automatically to have an export bounty, we can take any market in the world if we can just figure out schemes to pay a big enough bounty.

The CHAIRMAN. The time of the gentlewoman from Massachusetts has expired. All time has expired.

The Clerk will read the joint resolution for amendment.

The Clerk read as follows:

Resolved, etc., That the President is hereby authorized to accept membership for the United States in the Food and Agriculture Organization of the United Nations (hereinafter referred to as the "Organization") the constitution of which is set forth in appendix I of the First Report to the Governments of the United Nations by the Interim Commission on Food and Agriculture, dated August 1, 1944.

Mr. TABER. Mr. Chairman, I move to strike out the last word.

Mr. Chairman, I wonder how there could be any justification for authorizing \$1,250,000 to be spent for any such purpose as this for administrative expenses in a year. I know that for the first 6 months it is set at \$625,000, but that sounds like 10 times as much as it ought to be, and the other sounds as if it were 10 times as much as it ought to be, at least.

Mr. LUTHER A. JOHNSON. Mr. Chairman, will the gentleman yield?

Mr. TABER. I yield to the gentleman from Texas.

Mr. LUTHER A. JOHNSON. With reference to the amount, may I say that 41 countries are now members of the Organization and 44 are expected to become members. The gentleman must realize that a great many countries will not be able to participate on account of the conditions, that is, they will not be able to contribute as much.

So far 54.5 percent of the entire cost has been underwritten by the United States, the United Kingdom, the Soviet Union, and China. That is the beginning. It is thought when the Organization gets started and when war conditions no longer prevail and conditions are normal, our part will be less.

Mr. TABER. How can it be any such figure as given on these items? Frankly, I do not want to see any set-up of this kind carried through here and then somebody come to the Committee on Appropriations and tell us there are no justifications for any such figure and yet

we are expected to provide any such amount.

Mr. LUTHER A. JOHNSON. As I recall, the gentleman from New York, who is the ranking minority member on the Committee on Appropriations, does not make any appropriations unless they are justified by the agency coming before the committee. This joint resolution is merely an authorization. We appropriate no money whatever. I am sure the gentleman from New York, with the vigilance that he usually exercises with reference to safeguarding the Treasury, will see that we do not get gypped.

Mr. TABER. I will at least see that effort is made to keep it within bounds. But I think it is a terrible mistake and a reflection upon the Organization to authorize more than could possibly be justified by any stretch of the imagination.

Miss SUMNER of Illinois. Mr. Chairman, will the gentleman yield?

Mr. TABER. I yield.

Miss SUMNER of Illinois. It ought not to cost anything for these countries to get information they want from us. Their embassies can get the same books and pamphlets which are sent out to the Members of Congress and have them printed in their own countries. This idea of spending \$1,000,000 for a purpose like this seems preposterous to me.

Mr. TABER. It is.

Mr. MURRAY of Wisconsin. Mr. Chairman, will the gentleman yield?

Mr. TABER. I yield.

Mr. MURRAY of Wisconsin. Is it not a fact, may I ask the distinguished gentleman from New York, that at the present time under a different heading we are doing a little of the work that will be done by this Organization? For example, in the State Department, we have agricultural representatives in many of these different countries and they are being paid at the present time.

Mr. TABER. That is true.

Mr. MURRAY of Wisconsin. Yes.

Mr. TABER. How much does it amount to?

Mr. MURRAY of Wisconsin. I would not know how many there are. I am not familiar with that.

Mr. HARNESS of Indiana. Mr. Chairman, will the gentleman yield?

Mr. TABER. I yield.

Mr. HARNESS of Indiana. The gentleman from New York [Mr. WADSWORTH] indicated a few minutes ago, in response to a question I propounded, that the cost now was about \$61,000 a year. That is, that was our contribution.

Mr. TABER. If that is our contribution, I would say that is plenty.

I yield to the gentleman from New York [Mr. WADSWORTH], who is on his feet.

Does the gentleman desire to make any observation?

Mr. WADSWORTH. The gentleman from Indiana has not explained my answer. The institute at Rome was a very small organization established for purely statistical purposes. Its total activity involved the collection of statistics and depositing them in a library. Now this Organization is intended to cooperate actively with 40 or 50 govern-

ments, giving the governments a chance to make use of whatever good information comes through this clearinghouse. Our last contribution to Rome was \$61,000. This is a much larger undertaking.

The CHAIRMAN. The time of the gentleman has expired.

Mrs. ROGERS of Massachusetts. Mr. Chairman, I move to strike out the last two words.

Mr. Chairman, I think if the gentleman will read the report, it states that not more than \$625,000 shall be spent the first year by the United States, and not more than a billion dollars later if necessary. Of course, that depends upon the number of countries who join this agricultural organization. As more countries join, the amount each country will have to give will be less.

Mr. RICH. Mr. Chairman, will the gentlewoman yield?

Mrs. ROGERS of Massachusetts. I yield.

Mr. RICH. How do you arrive at the figures? If there are 41 countries who now have joined this organization, how did you arrive at the figures?

Mrs. ROGERS of Massachusetts. May I state to the gentleman that 20 countries have joined already.

Mr. RICH. If 20 countries have joined and we now are obligating the United States for 25 percent of the cost; if the number of nations is increased, what can we expect our proportionate percentage of the cost will be?

Mrs. ROGERS of Massachusetts. It will go somewhat according to national income, I believe. That is the method that has been evolved for our participation in other international organizations. Everything is done in a cooperative manner with other countries. It may not be the correct way, but it has been the way that always has been followed. While the United States contribution is 25 percent of total, in 1940, the total income of the 44 nations was between two hundred and two hundred and twenty-five billion dollars. That of the United States was about seventy-five billion. The income of the United States was a third of the total income of the 44 nations, yet it contributes only 25 percent.

Mr. RICH. The gentleman from Texas [Mr. LUTHER A. JOHNSON] said there was 50 percent of it being charged to our Government. How did you arrive at that figure?

Mrs. ROGERS of Massachusetts. Mr. Chairman, I yield to the gentleman from Texas, who made the statement, in order to reply.

Mr. LUTHER A. JOHNSON. May I answer the gentleman from Pennsylvania by saying that our contribution is now on a 25-percent basis, but at no time can it exceed \$1,250,000. That is the ceiling for all time, or so long as we are members of the organization. For the first year, our contribution is only half of that, or \$625,000.

Mr. RICH. Can this not be changed at some future date?

Mr. LUTHER A. JOHNSON. Unless the Congress of the United States changes it, it cannot be changed.

Mr. RICH. If you establish the precedent now that we take care of 25 percent of the expense or more and then eventually they make that change, will they not expect us to continue our same percentage of contribution?

Mr. LUTHER A. JOHNSON. I do not believe the gentleman heard what I said a moment ago. It is expected that after normal conditions are restored our percentage will be reduced rather than increased, because a great many countries cannot contribute at this time. The three major countries, the United Kingdom, Russia, and the United States, are paying over half of the amount now. When normal conditions are restored, then our part will be reduced. However, at no time can it be more than \$1,250,000, unless the Congress gives its authority so to do.

Mr. RICH. With reference to the work of our Department of Agriculture in this country, of course, I am in sympathy with trying to feed the nations of the world as far as we can, but I am also fearful of the promises or the implications that may be in this resolution so that in the future they may expect from us something that we are not able to perform.

Mr. LUTHER A. JOHNSON. The gentleman misconceives the purpose of the resolution. There is not going to be any food furnished under this resolution; nothing except information. There is no administrative agency. We do nothing except to help them help themselves by advising them.

Mrs. ROGERS of Massachusetts. Mr. Chairman, I would like to remind the gentleman from Pennsylvania that we did not contribute anything to the Agricultural Institute at Rome for some years. So that answers the question. If we find it inadvisable, we will stop contributing.

Mr. RICH. Were we parties to that agreement at Rome?

Mrs. ROGERS of Massachusetts. We were at different periods.

Mr. RICH. Were we ever asked to make any payments?

Mrs. ROGERS of Massachusetts. We did not make any for a time. At one time we contributed, but we dropped our participation. Then a bill was passed which authorized our participation again; but for a time we did not pay anything nor participate, although a member.

Mr. RICH. But every time we were requested to make a payment our country made that payment?

Mrs. ROGERS of Massachusetts. No, not always. For a period we did not. I voted against the agricultural institute bill. I felt that it would become a Fascist organ, and it did. I am not afraid that this organization will promote any political movement.

The CHAIRMAN. The time of the gentlewoman from Massachusetts has expired.

Mr. REES of Kansas. Mr. Chairman, I move to strike out the last three words.

Mr. Chairman, I rise to further discuss this question of the amount of the expenditure. I do not observe in the hearings any justification for the \$1,250,000.

Of course, it is for salaries, I suppose. I would like to ask the chairman if that is the purpose. It is for salaries and expenses of employees, is it not?

Mr. LUTHER A. JOHNSON. Yes; I should say so. I do not seem to have the break-down. The clerk to the committee had to go to California to the San Francisco Conference with Chairman Bloom and there were some inadvertent omissions from the printed hearings.

Mr. REES of Kansas. In any event, it is for salaries of employees and their expenses; is that correct?

Mr. LUTHER A. JOHNSON. I cannot answer the gentleman's question accurately. I do not know all of the items but it will be for administrative expenses.

Mr. REES of Kansas. One further question: Are those persons, who are employed under this act, to be employees of the American Government?

Mr. LUTHER A. JOHNSON. No; not all of the employees of the organization will be employees of the American Government.

Mr. REES of Kansas. That is to say, a large share of this \$1,250,000 is to be paid to foreigners who are employed in this organization?

Mr. LUTHER A. JOHNSON. Not necessarily all foreigners. Some of them will be American citizens. I imagine most of the information will come from our country because we are further advanced in agriculture than any other country in the world.

Mr. REES of Kansas. Well, where did you get the evidence to justify this amount?

Mr. LUTHER A. JOHNSON. The amount was an estimate made up by the conference and the interim committee. The total estimated annual expenses of the Organization will be \$5,000,000 and our part will be 25 percent, or \$1,250,000.

Mr. REES of Kansas. But we do not have that before the House?

Mr. LUTHER A. JOHNSON. Unfortunately, I do not have the complete break-down.

Mr. REES of Kansas. It seems to me the least we can do is to have a justification before the House showing just how we are going to spend \$1,250,000.

Mr. LUTHER A. JOHNSON. We are not going to spend a cent until after the Appropriations Committee goes into the complete break-down and makes an appropriation. This bill is merely an authorization bill.

Mr. REES of Kansas. The gentleman well knows that this is an authorization bill. Once we authorize it the appropriation will be made. The first justification in support of an appropriation is that it was authorized by the House. The distinguished Member from New York, as has been said, is one of the watchdogs of the Treasury and he will as far as he can see that we spend no more money than we have to; but I just fear that this is such an important matter that we ought to have the breakdown before us.

Mr. LUTHER A. JOHNSON. I am sorry I do not have the break-down.

Mr. REES of Kansas. It is unfortunate that we do not. One thing is sure and that is that none of the \$1,250,000

will be spent for food for the starving people of the world. It will go for expenses.

Mr. COLE of Missouri. Mr. Chairman, will the gentleman yield?

Mr. REES of Kansas. I yield.

Mr. COLE of Missouri. I wish to draw the attention of the gentleman from Kansas to article XIX of the constitution which we are here adopting by this resolution. It reads:

ARTICLE XIX (WITHDRAWAL)

Any member nation may give notice of withdrawal from the Organization at any time after the expiration of 4 years from the date of its acceptance of this constitution. Such notice shall take effect 1 year after the date of its communication to the director-general of the Organization subject to the member nation's having at that time paid its annual contribution for each year of its membership including the financial year following the date of such notice.

We are therefore in fact committing ourselves for 5 years, five times the amount we are authorizing to be appropriated in this bill.

Mr. REES of Kansas. I think as far as authorization is concerned we are authorizing the appropriation of somewhere between six and seven million dollars. I do not know what the amount will be, but the fact is that the House is sitting here considering spending \$1,250,000 a year that is to be charged to the Federal Treasury. The distinguished chairman in charge of the bill says he has no break-down but believes it will go for salaries and expenses of persons employed by this Organization.

Part of it is to provide employment for people in foreign countries, and yet we do not have a break-down showing how it is going except that part of it will go to employment of foreign people, and some of it to Americans.

I believe the House is entitled to complete information on how it is to be used. We should not have to wait until an appropriation bill comes along. I know a million and a quarter dollars is small compared with a good many other expenditures made by this Congress. It is a pretty good-sized sum not to be itemized at all, all going for salaries and expenses of administration. Who will be employed, what they will do, and where employed, we do not know. About all we know is some of it will be paid to Americans and some to people of foreign countries. Even with the meager information before us, I believe you will accomplish more during the next year or two or three by cutting your administration expenses and use a good share of the \$1,250,000 for food.

Mr. Chairman, it seems that if a Member questions any items of legislation proposed by this committee, he is placed in the light of not wanting to cooperate with the nations of the world in bringing about a better understanding and working for the common good. Certainly we want to work with other nations for a better understanding and especially for a more adequate supply of food for the people of the world, many of whom are almost on the brink of starvation.

Many months ago I submitted to this House a proposal that we furnish food to the starving women and children of oc-

cupied countries. I got no action. I was told that foreign countries among our allies did not want us to do it. I have said on the floor many times that furnishing food to starving people will do more good than anything else to prevent war and bring about a more favorable understanding. Of course, we are in favor of doing our part to prevent hunger, poverty, and disease among the unfortunate people of the world. In fact, we are now about to face a tremendous job of immediately providing food for millions of starving people that have been overrun by the Axis Powers. But, Mr. Chairman, this bill says in substance that we, as one of the 44 members of the United Food Conference will pay \$1,250,000 a year for carrying out the intentions of the conference. Not one dollar of this money goes for food for anybody. It is expense money. I thought the committee ought to explain how they expect the money to be spent. The committee report says that as one of the 44 nations we are to pay 25 percent of the expense, Great Britain about 16 percent, Russia 9 percent, and the remainder divided among the rest of the 44 nations.

It has been said by Members who have preceded me that the money will be used to secure information and statistics of various kinds with respect to the subject of food throughout the world. If the money is to be spent for salaries and expenses of experts and statisticians, we ought to know it. If it is going to pay the salaries of people in foreign countries to make studies suggested by the proponents of this legislation, we ought to have that information.

In any event, a million and a quarter dollars to spend every year for the next 5 years for expert information and statisticians is a pretty good-sized amount if that is what it is for. I think we could get enough information about the need for food in foreign countries without spending so much of it on experts and statisticians. It will do a whole lot more good if we are a little practical and spend it for food. People cannot exist very long on statistics.

(Mr. REES of Kansas asked and was given permission to revise and extend his remarks.)

Mr. VOORHIS of California. Mr. Chairman, I rise in opposition to the pro forma amendment.

Mr. Chairman, it is not that we are proposing here to spend \$1,250,000 to employ anybody in particular. The significant thing we are doing is providing for an appropriate measure of American support for an organization which we hope will be an integral part of the machinery of peace in the world. In the few moments I have I would like to appeal to the House that we raise our sights about this proposition.

This is the first of these measures proposing international cooperation that has come before us. Some terribly difficult questions have to be thrashed out in San Francisco. I do not know whether they all will be thrashed out. But here is an opportunity for the nations to meet together in a wholly constructive proposition in connection with which there cannot, it seems to me, be any appreciable degree of international friction. The aim

and objective of trying to raise the nutritional standards of the people of the world is not only a great humanitarian objective, but one directly in line with American self-interest, for the extent to which we do that will measure the degree to which the standards of living of people in other parts of the world will be raised and will lessen thereby the fear we may otherwise need to have of the importation of foreign products produced by people existing at substandards of living. To the extent to which the nations meet together in cooperative endeavor to solve the problems of humanity, to that extent they are laying the basic groundwork for peace, the only groundwork upon which a superstructure and organization of peace can possibly be built.

Mr. BONNER. Mr. Chairman, will the gentleman yield?

Mr. VOORHIS of California. Yes; I yield.

Mr. BONNER. Is not the intent of this along the same lines that U. N. R. R. A. is operating, to feed and clothe people?

Mr. VOORHIS of California. I think it is quite different.

Mr. WADSWORTH. There is no relief in this at all.

Mr. BONNER. No; but the dissemination of knowledge of the production of food.

Mr. VOORHIS of California. That is all.

Mr. WADSWORTH. That is right.

Mr. BONNER. As a result of which will come about the feeding and clothing of the world.

Mr. WADSWORTH. This is not relief.

Mr. BONNER. This is relief through a spreading of knowledge.

Mr. WADSWORTH. This organization extends no relief.

Mr. BONNER. Since the gentleman has risen, he is probably right.

Mr. VOORHIS of California. I will yield to the gentleman if he would like me to.

Mr. BONNER. I wish to ask the gentleman further if this is not the same thing that the Department of Agriculture is doing domestically in the United States.

Mr. WADSWORTH. It is.

Mr. BONNER. Then we could by law give the Department of Agriculture orders to do the same thing all over the world.

Mr. WADSWORTH. Not without the consent of the other nations, and this gives that consent.

Mr. BONNER. Then we should instruct the Department of Agriculture to join them and have this under that head.

Mr. WADSWORTH. Then we would have to have an international agreement and this is what this resolution proposes.

Mr. VOORHIS of California. I am much obliged to the gentleman from New York.

Mr. BONNER. And I thank the gentleman, too.

Mr. VOORHIS of California. Mr. Chairman, questions have been asked about the financing of this international

agriculture institute, and it was pointed out that the American contribution to the old institution was much less than to the present one. If I understand the situation correctly, the old institute was financed mainly by money coming from the Italian Government, is that correct?

Mr. WADSWORTH. Yes.

Mr. VOORHIS of California. I take it that it is to the interest of the United States to see that such a thing shall not happen in the case of his new organization and that an enlightened view of our position with regard to it would be one where we would seek to do such fair share as might come to us in view of our position in the world and the economy of nations.

This Organization will have no power or authority over any Nation in the world. It will only seek to build up a cooperative effort of the nations in an attempted improvement of the well-being of peoples from the point of view of food and agriculture. It is certainly a step toward world peace. And it is our minimum duty to take every such step we can in these solemn and critical days.

The CHAIRMAN. The time of the gentleman from California has expired.

Mr. HARNESS of Indiana. Mr. Chairman, I move to strike out the last five words.

Mr. Chairman, I am in thorough agreement with the objectives sought by the pending legislation, but I must frankly admit I do not understand just what we would be obligated to do if we join in this program. Therefore, I am seeking information more than anything else at this time. If we have been contributing about \$61,000 to a similar organization in the past I simply cannot understand why all of a sudden we are called upon to increase our contribution to \$1,250,000 a year.

Mr. LUTHER A. JOHNSON. Mr. Chairman, will the gentleman yield for an answer?

Mr. HARNESS of Indiana. I will be glad to have the gentleman try to enlighten me a little more on it.

Mr. LUTHER A. JOHNSON. I will be glad to undertake to enlighten the gentleman.

Mr. HARNESS of Indiana. I suppose the gentleman is assuming I cannot be enlightened.

Mr. LUTHER A. JOHNSON. The gentleman asked a question and I shall attempt to answer it.

Mr. HARNESS of Indiana. I hope the gentleman will do so.

Mr. LUTHER A. JOHNSON. I am not casting any reflection at all on the gentleman. I think the fundamental error of the gentleman is that he is comparing this organization with the Rome Institute, which is entirely different. That was cited as an instance of an organization similar only in the respect that the Rome Institute was the collector of statistics. It has collected during the time it was in existence from 1907 to the present time a very valuable library with reference to statistics. This goes beyond that scope. It is much more comprehensive and covers a wider field of activity.

Mr. HARNESS of Indiana. What is this organization supposed to do other than collect statistics?

Mr. LUTHER A. JOHNSON. I read it to the gentleman a moment ago. The gentleman read a part of it but did not read all of it. Let me read it to him again because I want to be sure I give the gentleman correct information.

Mr. HARNESS of Indiana. I have read through this report in which various things are outlined, but still I do not know what it means. For instance, we are going to furnish such technical assistants as any government may request. What does that mean? Are we going to send agricultural experts to teach other countries how to raise cotton, tobacco, corn, and wheat and so forth?

Mr. LUTHER A. JOHNSON. This organization will do several things.

Mr. HARNESS of Indiana. Answer the question. Is that what we are going to do?

Mr. LUTHER A. JOHNSON. No; not altogether. The organization will not only furnish that, but each of these countries will have their own representatives present. When any information is sought the matter will be referred to those governments that have technicians to give the answer to any question that may be asked. In that respect this organization will be a clearinghouse for information and the impartation of that information to the various members of the organization.

Mr. HARNESS of Indiana. This does not only cover agricultural products but it covers marine products, fisheries, and forestry.

Mr. LUTHER A. JOHNSON. It covers fish because that is a food and therefore fisheries are included in it.

Mr. HARNESS of Indiana. How about forestry?

It appears, therefore, that we will send exports throughout the world to study and make recommendations concerning the fisheries and marine products and forestry industries.

Mr. KEE. Mr. Chairman, will the gentleman yield?

Mr. HARNESS of Indiana. I yield to the gentleman from West Virginia.

Mr. KEE. There is no obligation upon us to send anybody over there. This is an international organization. It may be that they will send somebody over here to teach us something.

Mr. HARNESS of Indiana. We are obligated to join with about 41 other nations and contribute \$1,250,000 a year or 25 percent of the total cost. We are to have 1 vote in this organization, which will elect the officers, including the Commissioner General. This officer will be headman with authority to employ all the personnel and spend the money we contribute. It does not seem fair for us to pay 25 percent of the cost and have so little to say.

I am heartily in favor of trying to do something to help other people who are in need raise foodstuffs but I think it is about time that somebody started thinking about the United States of America and what our generosity is costing. We hear much talk about international cooperation, and I am not op-

posed to any fair and reasonable agreement to this end, but I want to know exactly what kind of an agreement we are going into, what obligations we must assume and what it will cost. We are asked to pay 25 percent of the cost of setting up this organization and maybe somebody in Rome will be elected to spend the money and hire the employees.

The CHAIRMAN. The time of the gentleman from Indiana has expired.

Mr. HARNESS of Indiana. Mr. Chairman, I ask unanimous consent to proceed for 5 additional minutes.

The CHAIRMAN. Is there objection to the request of the gentleman from Indiana?

There was no objection.

Mr. HARNESS of Indiana. I took this time to see if I could find out more about the bill. We have a pamphlet before us consisting of 44 pages which is, in fact, the constitution of this proposed organization. If we vote for this resolution we approve the constitution. There has been but 1 hour's debate on the measure, and I submit that it is unfair to ask us to approve this undertaking without more opportunity to inform ourselves as to just what it will mean to the United States.

Mr. CHURCH. Mr. Chairman, will the gentleman yield?

Mr. HARNESS of Indiana. I yield to the gentleman from Illinois.

Mr. CHURCH. The gentleman is a member of the Committee on Military Affairs. The gentleman from Texas brings this bill before us. There has been constant refusal here to give a breakdown of this \$6,000,000 obligation. Does the gentleman believe it is a military secret in any way? Does he not think we are entitled to a break-down here?

Mr. HARNESS of Indiana. Of course, we are particularly entitled to a justification of the money that we are asked to put into the enterprise.

Miss SUMNER of Illinois. Mr. Chairman, will the gentleman yield?

Mr. HARNESS of Indiana. I yield to the gentlewoman from Illinois.

Miss SUMNER of Illinois. The trick is that you do not know that this million and a half will be all you will be asked to give, because this international organization they are setting up is linked up by provisions to another one, just as this is, for instance, the International Bank and the International Fund, in which we will put money, of which \$6,000,000 is only the initiation fee. It is so coordinated that it is provided that they have to cooperate with other organizations just like this, and for all we know they will come in and drag out millions of dollars from these other organizations for this purpose.

Mr. HARNESS of Indiana. I assume the gentlewoman is referring to paragraph 5 under article III, where it says that the Conference may invite any public international organization which has responsibilities relating to those of the organization to appoint a representative who shall participate in these meetings on the conditions prescribed by the Conference, and that no such representative shall have the right to vote.

I do not know; perhaps they could bring in U. N. R. R. A. and other inter-

national organizations that may be hereafter be created.

May I direct this question to my good friend, the gentleman from New York [Mr. WADSWORTH]? I wonder if this organization would have the right to make a recommendation to the United States that our farmers here must be regulated and guided by these recommendations or findings.

Mr. WADSWORTH. You can make recommendations to governments based upon scientific research. This organization obviously, if it collects scientific information which it regards as valuable, may make recommendations to several governments over the face of the earth asking them to give serious consideration to this advance in science. It cannot impose its will upon anybody.

Mr. HARNESS of Indiana. Russia is one of the great food-producing nations of the world, or at least she will be when she gets back to normal.

Mr. WADSWORTH. I assume so.

Mr. HARNESS of Indiana. Suppose Russia begins raising a lot of crops we are raising here and in greater quantities than we have produced. She could recommend and insist that we cut out some of our crops because of competition and world surplus.

Mr. WADSWORTH. We do not need to do it.

Mr. HARNESS of Indiana. No, we do not have to, but as a member of this organization to which we would be contributing one-fourth of the cost to make the studies, we might have some obligation to follow recommendations of the organization.

Mr. WADSWORTH. They do not say we have to do it. They cannot say that to us.

Mr. HARNESS of Indiana. In other words, they make the recommendation and then we will pass on it here.

Mr. WADSWORTH. The gentleman is building up a straw man. This organization cannot tell us to do anything we do not want to do.

Mr. HARNESS of Indiana. I am mighty glad to know that.

Miss SUMNER of Illinois. Mr. Chairman, will the gentleman yield?

Mr. HARNESS of Indiana. I yield to the gentlewoman from Illinois.

Miss SUMNER of Illinois. That would never have to come back to the Congress. All it would have to do would be to go to the Department of Agriculture, and under their crop-limitation control they could cut down our production.

Mr. HARNESS of Indiana. That is what I am trying to find out. The gentleman from New York says that is not the case.

Mrs. ROGERS of Massachusetts. Mr. Chairman, will the gentleman yield?

Mr. HARNESS of Indiana. I yield to the gentlewoman from Massachusetts.

Mrs. ROGERS of Massachusetts. Does it not seem to the gentleman that with all these countries gathering together to discuss information with regard to agriculture it is important to us to have a delegate there to sit in and represent the interests of the United States? I think it is very important to have that.

Mr. HARNESS of Indiana. I think we ought to have such representation. If

that is all there is to this proposal, I certainly would be in favor of it. But this resolution means much more than that and we are asked to pass on this matter here in an hour's time, and I am just not satisfied.

Mr. GROSS. Mr. Chairman, I move to strike out the last two words.

Mr. Chairman, I quite agree with the gentleman from New York [Mr. WADSWORTH], that this is one of the small things that will come before the House. Nevertheless, there should be some justification for it. As I see it, it is just one of the many international organizations that are going to be set up. There should be some justification for them. We should know the purposes of this organization.

As I see it, we are setting up an organization here not to supply food but to discuss food and international food questions. Apparently, while we are interested so much in the world's food supply, our own food supplies are daily growing shorter.

We believe that our Department of Agriculture knows best our food requirements and the things we need here. I am just factual enough to believe that that applies to all the other countries. Their customs, their foods, and their needs are different from ours. I believe they can find means within their own countries to solve their own problems if they want to.

Then, too, if, as the gentlewoman from Massachusetts said a moment ago, this is just to have a delegate sitting in, it seems to me the amount asked for is entirely too great—\$1,250,000 is too much. It should be cut to \$100,000. So I shall vote to cut the amount and finally for the bill.

Mr. RICH. Mr. Chairman, I rise in opposition to the pro forma amendment.

Mr. Chairman, certainly I am not one who is not interested in trying to help any people who are needy. I never was that way in all my life and I do not want to be classed as that now. But I do feel as a representative of 300,000 or 400,000 people that they want me to look after their interests as well as the interests of foreign nations. I am, however, for our people first, and if that be treason, then shoot, brother, shoot.

When we set up an organization here of 44 nations, and we get 1 vote, and we have to support the organization to the extent of 25 percent of the cost, I just wonder how far this can go on. The day of Santa Claus should be over. I realize that if this involved only \$5,000,000 it would not be worth my time to stand here and talk about it and object to the amount involved, but it is the principle of the thing that is important, a principle that we will have to consider in connection with many other bills that will be before the Congress before very long, and that is the amount the American Government is supposed to pay in proportion to the total amount of all the other nations of the world.

You can say it is mighty fine to have a Christian spirit and that you are going to help everybody. But when you oblige your people beyond your ability to pay then you do two things that are wrong:

First. You tax your people beyond their ability to pay.

Second. You make obligations to foreign countries that you cannot carry out, this they will condemn you for not being as good as your word.

I am fearful of the things that this country of ours and a lot of people in this country are doing now in their promises to foreign nations of what they expect the United States to do and what they are going to obligate the United States to do in the future. Then later on they are not going to be able to fulfill those obligations, and they will come back on you—these foreign countries—and they will say, "America did not do what she promised to do, and they are nothing but a bunch of prevaricators over there; they do not carry out their word." You watch out and see if you are not getting yourself in that position. I am not going to obligate my people to something we cannot fulfill. I am not going to make promises to foreign countries which we are not going to be able to fulfill if I can keep from doing so. I am here to represent my people and keep them happy as well as all people of America.

When I read the report of this committee, I see in one statement here—

There has never been enough food for the health of all people. This is justified neither by ignorance nor by the harshness of nature. Production of food must be greatly expanded—

And so forth and so on.

Well, take our own Department of Agriculture today. We are not operating that way by any stretch of the imagination. We are paying out a billion dollars almost in subsidies to the farmers of this country right now. You did pay them some years ago for not producing. We are taking money out of an empty Treasury, \$1,000,000,000 and more a year, and paying it to the farmers of the country when the people of this country have so much money they do not know what to do with it. And you are trying to keep the prices down instead of letting the farmer get a price for his commodities so that he will be paid the cost of production, including the cost of labor, which we ought to do and ought to do quickly if we are going to be sensible and if we are going to do the right thing for the farmers of this country. No; you are not doing that, but you reach down into the empty Treasury and take a billion dollars out of it and pay it out in subsidies. That means a wreck later for our farmers and the Treasury. And if you do not find out that our farmers are going to be sitting high and dry in a year or two, then I am greatly mistaken. He is going to be in terrible circumstances, and it is just the fault of such Congresses as we have had doing the things that the Congress has been doing for the last 6 or 8 years to the farmers of this country.

Mr. SHAFER. Mr. Chairman, will the gentleman yield?

Mr. RICH. I yield for a question.

Mr. SHAFER. Is it not true that there are 44 pages to this constitution, and we are expected to vote on it now after 1 hour of discussion?

Mr. RICH. Yes; I think so. I think the gentleman is right. However, it is

not a question of how many pages but, rather, a question of what is in those pages. That is the thing I am fearful of: Is it good for the United States of America and our people?

Mr. SHAFER. Does not the gentleman think we ought to have more than 1 hour to discuss 44 pages of this constitution?

Mr. RICH. I think we ought to take a day to discuss it. The gentleman from Michigan [Mr. SHAFER] is right.

The CHAIRMAN. The time of the gentleman from Pennsylvania has expired.

Mr. CLEVENGER. Mr. Chairman, I move to strike out the last eight words.

Mr. Chairman, as a member of the House Committee on Agriculture, I am somewhat at a loss to know just how much I can say about this particular bill. I think it was discussed in executive session; I am not sure of it. I wish I were. At a morning session 2 years ago when the Committee on Foreign Affairs met with the Committee on Agriculture of the House to study these things, or to hear testimony on it, not to study it, we listened for some 1 hour and 20 minutes to an Assistant Secretary of State talking at that time about the needs of the world for food. It was wrapped in obscurity at that time and there was something mysterious about it. We could find out nothing about it. I suggested to the Secretary that he might make commitments at this clandestine meeting which they had at Hot Springs which we could not fill. Nobody seemed to worry about it except myself.

I realize that \$1,250,000 does not amount to anything to this spending Congress, and 50 times that much does not amount to anything, either in my committee or outside it, but I want to say to all of you—and I cannot discuss it very fully because I may be breaking the confidence of an executive session—but I will say to you that this thing was conceived in mystery; it was discussed in darkness, and the result of it has come out of obscurity. I cannot find out anything more about it than the first time I heard about it. Like the gentlewoman from Illinois [Miss SUMNER], I am afraid to look this gift horse in the mouth. I cannot get the conviction out of my mind that it is not tied up with this whole scheme of international do-gooding. I shall vote against the resolution, and I hope that a great many more will have the courage to do the same.

Mr. RICH. Mr. Chairman, will the gentleman yield?

Mr. CLEVENGER. I yield.

Mr. RICH. The inference was that there was something that should not be brought up on the floor of the House, because the matter was discussed in an executive session. I think somebody ought to be big enough to say what was happening in an executive session so that this Congress may know what is going on.

Mr. CLEVENGER. The gentleman was not in Congress, I think, when they had that meeting in Hot Springs, Va., and the gentleman from Michigan [Mr. BRADLEY] and the gentleman from Ohio, Dr. SMITH, went down there and tried to jimmy their way into the meetings where the press were barred and where

Members of Congress were barred. When a thing comes to me wrapped up in any sort of anonymity I shall not vote for it.

The CHAIRMAN. The time of the gentleman from Ohio has expired.

Mr. WADSWORTH. Mr. Chairman, I move to strike out the last eight words.

Mr. Chairman, I confess I am somewhat puzzled at the attitude that some of my colleagues in the House take on this bill. At one time or another back through the years I have had an opportunity to study some of these international agreements and treaties that have been submitted to the Congress of the United States. I think I can say without being contradicted that this is the simplest and most innocent one I have ever encountered. It is easiest to understand. It involves far less of obligation than any I have ever encountered and potentially it is the most valuable of any I have ever studied. There is no mystery about it whatsoever. I do not recollect any executive session at which the Foreign Affairs Committee discussed this matter. It was discussed in open sessions after extended hearings. All the motives and all the objectives involved in this proposal were brought to light and discussed and explained in the simplest of language. Every member of the committee, Democrat and Republican, made up his mind that this thing would be a good thing for the United States. We may have been unanimously wrong, but we were not moved by any secret or obscure motives.

Now about the simplicity of this thing, if I may enlarge upon that. When there came out of that Conference at Hot Springs this proposal which was submitted to all the nations which sent delegates, of course a rough estimate had to be made as to what might be the cost of the maintenance annually if it were approved by a sufficient number of nations. The estimate was \$5,000,000 a year after the thing got started. Not as much as that the first year, because obviously the staff of the organization could not be recruited overnight and it could not get to work within the first fiscal year.

It was generally agreed by our people and other people that the nations would contribute to the organization up to the extend of about \$5,000,000 a year in proportion to their wealth and their importance agriculturally; and it was agreed or suggested at that time that the proportion of the total expense, whatever it might be—and it was estimated not to exceed \$5,000,000, that the United States might pay not over 25 percent annually. That is much less than we are contributing to U. N. R. R. A., incidentally, less in proportion. If it is to cost less than \$5,000,000 a year our contribution will not have to be as high as \$1,250,000 a year. In no event can it go above \$1,250,000 a year; and if after 5 years of trying this thing we do not like it we can get out.

Never have I seen a proposal so simple, involving such light obligations submitted to the Congress of the United States in the form of an international agreement. I merely have this suggestion to make: That if an agreement of this kind cannot be endorsed and ap-

proved by the Congress of the United States, then none can.

By unanimous consent, the pro forma amendments were withdrawn.

Mr. MURRAY of Wisconsin. Mr. Chairman, I move to strike out the last word.

Mr. Chairman, the reason I asked the distinguished gentleman from New York to yield was because I wanted to get the record straight. Our distinguished colleague from Ohio [Mr. CLEVENGER] did not say that any secret meeting took place in the Foreign Affairs Committee. He was, however, stating a fact when he said that 2 years ago it was cloaked in a hush-hush atmosphere before the Agricultural Committee. At that time they surely did make a serious mistake by making believe that they had something under the shell that the people did not know about. That was unfortunate and their acts were responsible for getting this whole legislation off to a bad start. That mistake has nothing to do with the merits of the legislation. The mere fact that they came in here with a lot of super-duper ideas and they did not use any common sense in presenting the picture originally is no reason why we should not support the bill here today.

Mr. CLEVENGER. Mr. Chairman, will the gentleman yield?

Mr. MURRAY of Wisconsin. I yield.

Mr. CLEVENGER. Did I misstate the fact when I said that I expressed concern to the Secretary of State at the time of those meetings?

Mr. MURRAY of Wisconsin. The gentleman gave the facts, and he was the one Member at that time who wanted to be given a reason why if this thing was so good and if it had so much merit it had to be so secret.

They might have prevented misunderstanding, had the chairman and ranking minority members of the Foreign Affairs, the Committee on Appropriations, and the Committee on Agriculture been invited to the Conference. We would not have had all the unfavorable publicity that Conference received.

Mrs. ROGERS of Massachusetts. Mr. Chairman, I rise in opposition to the pro forma amendment.

Mr. Chairman, I said I should like to read some figures I have procured from the state Department regarding our contribution to the Organization for Food and Agriculture.

Mr. CHURCH. Mr. Chairman, will the gentlewoman yield?

Mrs. ROGERS of Massachusetts. May I make this statement first?

Mr. CHURCH. Will not the gentlewoman yield for a correction?

Mrs. ROGERS of Massachusetts. I yield.

Mr. CHURCH. Does the gentlewoman mean 25 percent of our national income?

Mrs. ROGERS of Massachusetts. No. It is 25 percent of the total amount contributed to the organization.

Mr. CHURCH. Then will the gentlewoman supply the break-down showing what use will be made of the \$1,250,000 a year? Is that a military secret?

Mrs. ROGERS of Massachusetts. No; it is not a military secret, but may I make a statement first? I will add the

provisional total break-down later in my statement. I refer you, also, to page 41 of the constitution, a copy of which will be incorporated in this debate. The United States' contribution will be 25 percent of the total amount contributed to the constitution this year. The total income of the 44 nations in 1940 was between two hundred and two hundred and twenty-five billions of dollars. In 1940 the income of the United States was about \$75,000,000,000. The United States had more than one-third of the total income of the group, and yet it is contributing but 25 percent of the total amount to be contributed to this constitution.

In the committee the State Department gave me the break-down, and I thought it would be in the report. As a matter of fact, I did not know that this bill was coming up today. I was unable to be here on Friday.

All of the contributions from all countries will be used for salaries, for communications, for traveling expenses, for library, for correspondence, for publications, and the expenses necessary to hold the Conferences. The following is the provisional estimate, or break-down in the annual budget for the United Nations Organization for Food and Agriculture for the first year. The exact budget for the constitution must be voted upon by the Commission.

DEC. 17, 1943.

Ordinary annual budget for the United Nations Organization for Food and Agriculture for the first year

Chapter I. Council Conferences, and Committees: A. Council (2 sessions); B. Conferences (2); C. Other committees (scientific, economic, nutrition, etc. (10) --	\$650,000
Chapter II. Inquiries, Missions, Correspondents, etc.: A. Regional Inquiries, Investigations, and Special Missions; B. Correspondents, temporary; collaborators, etc. --	525,000
Chapter III. Salaries: Director General, 1 Deputy Director General; A. Principal officers (7); B. Heads of Divisions and Services (about 19); C. First Division Staff (175); D. Intermediate Staff (75); E. Other Staff (300) --	2,017,500
Chapter IV. Other Staff Expenses: A. Allowances; B. Official travel; C. Travel expenses of staff between their homes and official stations; D. Staff retirement insurance; E. Staff health insurance --	500,000
Chapter V. Maintenance: A. Office expenses: 1. Stationery and duplicating supplies; 2. Telephone, telegraph, and cable; 3. Postage; 4. Printing and publishing; 5. Library (current); 6. Unpaid liabilities fund -- B. Building: 1. Rent, fuel, utilities; 2. Transport (delivery of documents, etc.); 3. Office furniture and equipment (upkeep); 4. Typewriters, calculating machines, etc. (upkeep); 5. Unpaid Liabilities Fund --	667,500
Chapter VI. Miscellaneous and unforeseen, including supervision of revenue and expenditure: auditors' fees, subsistence, traveling allowances, etc. --	60,000

Chapter VII. Working capital fund	\$270,000
Grand total	4,925,000

There is one safeguard in this constitution that is a considerable improvement over any safeguard in the agricultural institute, which, by the way, I voted against in the past because I felt it would be an Italian- or Fascist-controlled institution, which is just what it was. This organization will not be controlled by any one government. The seat will be selected by vote of the members of the commissions and I do not believe that any one country will dominate its proceedings. Conferences should be held in all countries, not just in one country. There shall not be more than one each from the different countries on the commission and they shall appoint an executive of not less than 9 or more than 15 members to guide the conference. The director general will be elected by the members of the commission but he will have no vote. I think there is a great safeguard in that.

The CHAIRMAN. The time of the gentlewoman from Massachusetts has expired.

Mr. BENDER. Mr. Chairman, I move to strike out the last two words.

We are spending billions of dollars to destroy property and kill people because we are engaged in a conflict that demands that sort of thing. Only last week we voted an additional appropriation of \$24,000,000,000 for the Navy Department without a roll-call vote, and almost without argument. For a decade before the war, we supplied Japan with 57 percent of her war materials to kill our Chinese brothers with. We provided some of our other adversaries tools and equipment with which they and the Japanese have used to kill our boys.

Today we bellyache about appropriating a mere \$625,000 for a Food and Agriculture Organization of the United Nations to stimulate the production of the right kinds of food, and in needed quantities, and also to provide the world with scientific knowledge about food and nourishment. In this initial effort of 44 nations in fighting ignorance and indifference, the United States Congress should give its approval without a murmur of opposition. We have spent considerable money and we have shed much blood to improve the conditions of mankind, and to carry out the Christian precepts which are outlined in the Sermon on the Mount, and to which most Americans subscribe. Most of us are familiar with a hymn that we enjoy singing in our churches, it is:

From Greenland's icy mountains, from India's coral strand,
Where Afric's sunny fountains roll down their golden sand;
From many an ancient river, from many a palmy plain,
They call us to deliver their land from error's chain.

What though the spicy breezes blow soft o'er Ceylon's Isle;
Though every prospect pleases, and only man is vile.
In vain, with lavish kindness, the gifts of God are strown;
The heathen, in his blindness, bows down to wood and stone.

Can we, whose souls are lighted by wisdom
from on high,
Can we to men benighted the lamp of life
deny?
Salvation! Oh salvation! the joyful sound
proclaim,
Till earth's remotest nation has learned Mes-
siah's name.

Waft, waft, ye winds, His story, and you, ye
waters roll,
Till, like a sea of glory, it spreads from pole
to pole.
Till o'er our ransomed nature the lamb, for
sinners slain,
Redeemer, King, Creator, in bliss returns to
reign.

Here is an evidence of practical Christianity. We will have freedom from war if we provide freedom from want. If we fail to pass a piece of legislation like this, for a truly constructive job, we might just as well scrap all the hymn books in the churches of America.

The Methodist Church is now conducting a crusade for Christ. There are many Methodists on the floor of this House who know what I am talking about. Hundreds of thousands of dollars—millions, in fact, are being contributed to help the people—not only Americans, but citizens of the world—of every race and color and creed.

Today my own wife is working in Cleveland on a clothing drive. They are gathering clothing from every home in that community to send to the ill-clad everywhere throughout the world. Something has been said about the do-gooders. Your wife and my wife are do-gooders back home. They subscribe to a Christian and American doctrine. Let us in turn apply it here.

This is no time for narrow provincialism. If you will read the testimony on this issue given by Mr. O'Neal, president of the Farm Bureau Federation before the Foreign Relations Committee; if you will also read the testimony of Raymond Gram Swing, one of the most conservative radio commentators in America—you will become more convinced than ever that we should spend the \$625,000 for the first year and the \$1,250,000 for ensuing years for the 5-year period.

I know that Americans are disposed to view with suspicion and alarm anything that is initiated overseas, but here are 44 countries providing the first international agreement to have emerged from this war, pledging themselves to a program which will raise their food and nutrition standards—a program, the like of which has never before been known in the history of mankind. They are setting up a fund of \$5,000,000 a year for 5 years, to campaign against ignorance and indifference. They agree to report each year to the other nations, precisely what has been done to make good on this pledge.

Mr. BREHM. Mr. Chairman, will the gentleman yield?

Mr. BENDER. I yield to my colleague, the industrious gentleman from Ohio.

Mr. BREHM. We have been buying wars with our blood and our dollars, and if we can now buy peace only with our dollars, it will be a good bargain, will it not?

Mr. BENDER. My good friend from Ohio is absolutely right. Here is the beginning of a program to beat some of

our guns into plowshares. This is just a beginning. I am sure it will provide our friends in San Francisco with the kind of inspiration that is needed there.

Washington, like every other capital, is so close to the international forest that it sometimes loses sight of the wood in the maze of trees. Foreign policy is so delicately poised these days that sensitive, oversensitive Government departments magnify whispers into full-blown attacks. Equally, every happy omen becomes a source of the greatest joy, no matter how uncorroborated it may be.

In this atmosphere, it is vitally important for the men and women upon whose shoulders final responsibility must rest, to retain their balance, their good judgment, their recognition of the major objectives. We must never lose sight of the goal. Minor disagreements, affronts to our national prestige, incidents, diplomatic protocol, all these elements sometimes obscure our vision. Disputes over boundary lines, exchanges of populations, representation at San Francisco, voting methods—each of these is a matter of great moment. None of them can be permitted to alter the basic determination of our people to establish a better world, in which our constant protestations that we cherish peace are translated into reality.

Russia and Great Britain, China and France, are alternatively praised and denounced for their international conduct in our press. Let us not forget that we too, are equally lauded and condemned in the daily journals of our allies. These are the processes of intelligent thinking. Magnified, our differences of opinion may appear to be crucial. Yet when we remember that we have overcome far more serious disagreements of viewpoint in the interest of our common cause, we can look forward with renewed courage and optimism in the building of a lasting world peace. Men of good will can accomplish this result. Men of good will in every land demand nothing less.

Mr. HOPE. Mr. Chairman, I rise in opposition to the pro forma amendment.

Mr. Chairman, I am like the gentleman from New York [Mr. WADSWORTH] in that I am amazed at the attitude of some of the members of the committee with regard to this proposal and particularly at the ideas that have been expressed here that this is such a very complicated proposition. We have it all right here before us. The gentleman from Michigan [Mr. SHAFER] a little while ago made the statement, which I am sure he made inadvertently, that there were 44 pages to the constitution of this Organization. I am sure that if he had looked at the copy which is available here to every one he would have seen there were only 9 pages to the constitution, in large print at that, and that the powers and functions of this Organization as set out in this constitution comprise less than 1 page. They are all right here in large print so that everyone who runs may read, and there is nothing in those functions to which I can see any objection.

If we cannot get together on a little, simple proposition like this, then the Conference out in San Francisco might just as well fold up and we might as well

give up the idea of any international agreements because this is the simplest and the mildest and, to my way of thinking, the broadest agreement that could possibly be made. It is broad because it is an agreement affecting the farmers of the world, and two-thirds of the people on this earth are farmers. If it did not do anything else except offer an opportunity for the farmers of the world through their representatives to get together and exchange ideas, and talk over their problems it would be money well spent. But the proposition is broader than that, we are all interested in food. It is a subject upon which the whole world can get together. An organization such as this is worth the insignificant sum that it is going to cost, if it did not do anything except afford an opportunity to get together. I believe it will do more than that, a great deal more. I do not want to ask you to take my own word for it. At the hearings on the bill President Edward A. O'Neal of the American Farm Bureau Federation appeared in support of the same. Something has been said here about the farmers of this country being adversely affected by an agreement of this kind. Mr. O'Neal was there. He did not agree with that sentiment.

Others representing agriculture were there. They were unanimous in their support of this proposal.

This is what Mr. O'Neal said:

On behalf of the American Farm Bureau Federation, I wish to testify in favor of the participation of the United States in the Food and Agriculture Organization of the United Nations.

He goes on and enumerates seven reasons why he thinks this will be helpful to the farmers. The first one is this:

This organization is another step in international cooperation. It is imperative that this Nation take the leadership in developing means of cooperation among all nations of the world.

The CHAIRMAN. The time of the gentleman from Kansas has expired.

Mr. HOPE. Mr. Chairman, I ask unanimous consent to proceed for 3 additional minutes.

The CHAIRMAN. Is there objection to the request of the gentleman from Kansas?

There was no objection.

Mr. HOPE. The second reason given by Mr. O'Neal is as follows:

Much will be gained by the Food and Agriculture Organization sponsoring the exchange of research material and technical skills. Scientific facts developed in one part of the world are often useful to scientists elsewhere, yet the hurdles of space, custom, and language often prevent a free exchange of information.

To my mind, that is one of the most important functions of this organization.

The third reason is:

This international food organization should provide a means of calling together representatives of organized farmers throughout the world.

I have already mentioned that.

The fourth is:

One of the most significant contributions such an international food and agriculture organization can make is the development

of better statistical data and economic research on a world-wide basis.

I know, because I have tried to get the information, that we do not have available statistics in a great many fields today. For instance, on a subject as important as wheat, a crop that is grown in practically every country in the world, we cannot get statistics today showing the world-wide production of wheat, because we have no statistics from China or Russia, and have never had. That is merely one illustration of our lack of statistical information.

This is Mr. O'Neal's fifth point:

The organization can be helpful in developing international policies with respect to agricultural commodity agreements.

In my opinion, that will be a most important subject in the future. We are talking about possible surpluses after the war. If we want to protect American agriculture, I do not know of anything that can be done which is more constructive than international commodity agreements with reference to surpluses. I mean agreements not only among the surplus-producing nations but with the importing nations as well in an effort to seek wider markets. That is an opportunity of which this Organization will enable us to take advantage.

Mr. O'Neal's sixth point:

The Organization could do much to promote better agricultural credit throughout the world.

Mr. O'Neal's sixth point is:

The Food and Agriculture Organization can improve the well-being of mankind. If America has anything to teach the nations in which living standards are low, certainly we will all agree that the most helpful thing we can teach them is the technology of production which has been largely responsible for lifting our standards far above those generally prevailing throughout the world.

Today two-thirds of the people of this world are undernourished. Undernourishment has been this world's greatest problem since time began. Setting up this Organization is a constructive step toward a solution of this problem. We can do no less than make this start.

Mr. GALLAGHER. Mr. Chairman, I move to strike out the last word.

Mr. Chairman, when legislation of this character is brought before the House, there are some people who always have to raise a calamity howl. They do not seem to have any faith in the leadership or destiny of the United States of America. The point has been brought out that under this agreement the United States would only have one vote. But I want to call the attention of the membership that that one vote of the United States is the only one which can bind this Government to anything. The same was true of the late League of Nations. It was true in our articles of confederation which joined the United Colonies and it was due to that fact that we now have in the Constitution of the United States our Bill of Rights. I am not afraid for the United States because we have only one vote.

The CHAIRMAN. The time of the gentleman has expired.

The pro forma amendments were withdrawn.

The Clerk read as follows:

SEC. 2. There is hereby authorized to be appropriated, out of any money in the Treasury not otherwise appropriated, such sums, not to exceed \$1,250,000 annually, as may be required for expenditure under the direction of the Secretary of State, for the payment by the United States of its proportionate share in the expenses of the organization.

With the following committee amendment:

On page 2, beginning in line 3, after the word "appropriated", strike out "such sums, not to exceed \$1,250,000 annually", and insert the words "a sum not exceeding \$625,000 during the first fiscal year of the organization and sums not exceeding \$1,250,000 annually thereafter."

Mr. ROBSION of Kentucky. Mr. Chairman, I offer an amendment to the committee amendment.

The Clerk read as follows:

Amendment offered by Mr. ROBSION of KENTUCKY to the committee amendment: On page 2, line 4, after the word "exceeding", strike out "\$625,000" and insert "\$200,000."

Mr. ROBSION of Kentucky. Mr. Chairman, I have another amendment to the committee amendment and ask unanimous consent that both amendments to the committee amendment be considered together.

The CHAIRMAN. Is there objection to the request of the gentleman from Kentucky?

There was no objection.

The Clerk read as follows:

On page 2, line 5, after the word "exceeding", strike out "\$1,250,000" and insert "\$400,000."

[Mr. ROBSION of Kentucky addressed the Committee. His remarks will appear hereafter in the Appendix.]

Mr. LUTHER A. JOHNSON. Mr. Chairman, I rise in opposition to the amendment.

Mr. Chairman, I was very much surprised at the position taken by the distinguished gentleman from Kentucky when he asserted that this had nothing to do with the San Francisco Conference. If he had been informed with regard to the background of this resolution and of the Dumbarton Oaks resolution he would know that they are part and parcel of the same international scheme to prevent war and to preserve peace, and that they are related and not unrelated. The gentleman also, I think, discloses his opposition to international cooperation when he voices—and is supported by a few Members—that what he wants us to do is to do something for the United States of America. I heard speeches like that in this House before Pearl Harbor, and those who acted with an eye single to the United States alone and regardless of the rest of the world realize now that that policy was wrong. I hope that today in the House in the consideration of this resolution we will not turn back to the god of isolationism but that we will realize that the world has grown so small by reason of science—

Mr. ROBSION of Kentucky. Mr. Chairman, will the gentleman yield to me?

Mr. LUTHER A. JOHNSON. Not now.

Mr. ROBSION of Kentucky. I ask the gentleman to yield; I yielded to him,

Mr. LUTHER A. JOHNSON. Not now; I will yield later.

Mr. Chairman, we must realize that the world now is so small that the United States cannot stand alone; we cannot live alone, but we are dependent upon the other nations of the world, and unless there is international cooperation to preserve peace there will be another war. The next time we will not be able to keep the war from our own shores as we have in the past. The development of science, the robot plane and bomb, is such now that our enemies can fire them all the way across the Atlantic. The next war will actually reach our own shores, destroy our own homes and firesides and the lives of our people. We must stand united in time of peace to preserve peace as we have in time of war to win the war.

Mr. GROSS. Mr. Chairman, will the gentleman yield?

Mr. LUTHER A. JOHNSON. I must first yield to the gentleman from Kentucky.

Mr. ROBSION of Kentucky. I had hoped the gentleman would say something about the taxpayers of the United States.

The gentleman does not get my position exactly correct. I am for this organization, but we have had no information as to how many people are to be employed, what salaries they are to receive, what expenses they may incur. So I have offered my amendment to cut the amount the first year to \$200,000 and in subsequent years to \$400,000.

Mr. LUTHER A. JOHNSON. In reply to the gentleman and getting down to the question of figures, as I explained in the remarks I made a little while ago, the exact amount of the appropriations will be determined by the Committee on Appropriations. This bill simply authorizes the maximum amount, setting it at \$1,250,000.

On page 10 of the hearings will be found a break-down with reference to the amount that shall be assessed against all of the governments. We do not appropriate anything in this bill. We may not appropriate anything. The Appropriations Committee may not appropriate. The Congress will have to appropriate this money. As was stated by someone with reference to the Institute at Rome, some years we did not appropriate anything and finally we quit appropriating altogether. The Appropriations Committee will require a break-down.

Someone asked what this money is going to be spent for. I have secured this information and I can furnish it now. All of the money will be spent for administrative expenses. Someone asked, will it include salaries only? Of course, salaries will be one of the large items, but there will also be traveling expenses, there will be expenses for the conferences that are held, there will be expenses for the communications. All of those items are administrative expenses. That has been considered by these 44 nations and the amount necessary has been worked out.

The CHAIRMAN. The time of the gentleman from Texas has expired.

Mr. TABER. Mr. Chairman, I rise in support of the pending amendment.

Mr. Chairman, there are two or three things I want to say to the members of the Foreign Affairs Committee with reference to certain matters that have been said here this afternoon, and the sooner they take this to heart the better off they will be. When a committee comes in here and its members are asked what they are going to do with the money and they make no answer, a cloud is being thrown around the legislation. That is what this committee has done. The members have been asked what they are going to do with the money and reference has been made to a break-down on pages 9 and 10 of the hearings, but there is no break-down there.

Mr. COOLEY. Mr. Chairman, will the gentleman yield?

Mr. TABER. I yield to the gentleman from North Carolina.

Mr. COOLEY. This legislation only authorizes. Will it not be incumbent upon a committee subsequently to fix the amount of the expenditures to be authorized?

Mr. TABER. That is true. On the other hand, it should not be done in an outlandish way.

Frankly, I cannot see, and I do not believe anyone else can see, how the type of activity covered by this resolution could consume any such amount of money as is set up here. When we make an authorization for 2, 3, 4, 5, or 10 times what ought to be spent, we are bringing discredit upon ourselves and upon the committee which proposes the legislation. Instead of being advocates of international cooperation, when the Foreign Affairs Committee takes that attitude, it is opposed to international cooperation. That is the honest truth. Unless the members of that committee come in here and are frank with us in answering questions, they are making a great mistake and are not contributing to international cooperation.

Mr. ROBSION of Kentucky. Mr. Chairman, will the gentleman yield?

Mr. TABER. I yield to the gentleman from Kentucky.

Mr. ROBSION of Kentucky. Following the other war we had many proposals before the Congress to go into these organizations. Those proposals kept piling up until finally the Congress absolutely had to quit. If you keep piling these things up now, one of these days the Congress will have to quit.

Mr. TABER. I have seen many things brought in here heretofore by which the international affairs of this country and our cooperation with foreign countries have been hurt by overdoing certain things.

I want to see us begin to do things right on top of the table. Open it right up. That is what the trouble with this picture is, and that is why I am in support of the amendment offered by the gentleman from Kentucky [Mr. ROBSION].

Mr. COOLEY. Mr. Chairman, if the gentleman will yield further, does he not think that the authorization should be entirely adequate to cover the legitimate expenses?

Mr. TABER. Yes, but no one can understand how they could be more than

\$125,000 a year for legitimate expenses. The gentleman from Kentucky is proposing as high as \$400,000 when it has been suggested that it should not run more than \$125,000. There has been no explanation from the committee that would justify anybody getting any higher. Now that is the trouble with the picture, and unless we have frankness and honesty in approaching our dealings in foreign affairs, we are not promoting international cooperation, and that is just exactly the position that the Committee on Foreign Affairs is in as they stand here now.

Mr. COOLEY. The gentleman certainly realizes that we have difficulty in anticipating accurately the amount of money actually needed. But the gentleman is on the Committee on Appropriations and certainly his committee will require a proper showing to be made at the proper time.

Mr. TABER. I hope so, but I do not like to see authorizations passed in an outlandish fashion.

Mr. LUTHER A. JOHNSON. Mr. Chairman, will the gentleman yield?

Mr. TABER. I yield to the gentleman from Texas.

Mr. LUTHER A. JOHNSON. The gentleman will recall that in talking about the Committee on Foreign Affairs on figures and the Committee on Appropriations, when we had the lend-lease bill up, the gentleman was anxious, when I was speaking, that I give him a breakdown of what it was going to cost, and the gentleman will remember very well what I said to him, that his committee dealt with figures and our committee dealt with policies. Future events indicated that I was right; that we could not have figured the amount that lend-lease would cost.

With reference to this matter I would like to ask the gentleman, who is a level-headed man, and a man for whose judgment I have the highest regard, and who has saved the country a lot of money, this question: Who does he think could come nearest estimating the amount of money necessary? Nobody knows in advance what it is going to cost. Who does he think would come nearer estimating the amount that will be needed; these men who have been studying this problem and spending weeks and months at it, or the gentleman from Kentucky, who rises and offers an amendment without knowing anything whatever about what it is going to cost?

Mr. TABER. When we have this situation that we are asking a great committee which has held hearings on this subject to justify an item, and they come in here with no justification whatever, we are justified in assuming that some of the things that some of us have felt with reference to it are correct and that these estimates are outlandish. I would like to see the thing justified if you are going to ask for that amount of money.

Mr. MUNDT. Mr. Chairman, I rise in opposition to the amendment and I ask unanimous consent that the Clerk again report the amendment for which the gentleman from New York has just been speaking.

The CHAIRMAN. Is there objection to the request of the gentleman from South Dakota?

There was no objection.

The Clerk again reported the amendment.

Mr. MUNDT. Mr. Chairman, I asked that the amendment be again reported for which the gentleman from New York has just spoken because in his lecture to the House Committee on Foreign Affairs he suggested that we give reasons why the figure of \$625,000 was correct rather than the figure proposed by the gentleman from Kentucky. May I say first of all that I am glad the gentleman from New York undertook to lecture the House Committee on Foreign Affairs.

I think all committees of the House occasionally need suggestions and criticism and counsel from Congressmen who are not members of those committees. I, for example, have some criticisms to make of the manner in which the Committee on Appropriations conducts some of its business. I welcome the precedent for having Members outside of the committee ask questions and offer criticism and give counsel to different committees. I think that is salutary procedure. Someday I shall emulate it by discussing the procedures and policies of the Appropriations Committee, of which the gentleman from New York is the able ranking member.

To answer his question specifically, however, I have only to point to the fact that on page 9, if the gentleman will turn to the hearings, under article VI, it is provided in the agreement that the provisional budget for the first financial year shall be the sum of \$2,500,000, the unspent balance of which shall constitute the nucleus of the capital fund.

On the next page it points out that the share the United States should pay is 25 percent, and 25 percent of that figure is \$625,000. That gives us the figure which is asked for the first year.

You could ask for no more complete justification for that amount of appropriation, provided you are in favor of this cooperative plan. If you are opposed to the plan, one way in which to criticize it, of course, would be to attack it by decreasing the amount of money we contribute and, therefore, throwing the entire agreement out of balance.

Mr. RIZLEY. Mr. Chairman, will the gentleman yield?

Mr. MUNDT. I yield to the gentleman from Oklahoma.

Mr. RIZLEY. May I ask the gentleman whether or not, in calculating the amount each country should contribute, Russia, Canada, and the Argentine were taken into consideration? I notice that Russia has not signed the agreement up to date, and neither has Canada. I do not believe the United Kingdom has signed it. I do not think Argentina is even a member of the organization yet. My point is, Were those nations taken into consideration in calculating the amount; and if so, how does the gentleman know they are going to come in? Those are some of the things I want to know about.

Mr. MUNDT. All the nations who are participating are listed on page 10, with the specific percentage contribution that

each makes. Obviously, any country whose name is not found opposite a percentage is not making a contribution. If and when it does join the organization, when a new budget is arrived at, it will be assigned a percentage which it has to underwrite. At the present time those not participating in the conference are not contributing to its counsel; they are not participating in its benefits, and they are not underwriting any portion of the expense. The entire 100-percent contribution is listed on page 10 with the percentage of expense each participating nation has agreed to underwrite.

Mr. CHURCH. Mr. Chairman, will the gentleman yield?

Mr. MUNDT. I yield to the gentleman from Illinois.

Mr. CHURCH. On page 10, to which the gentleman refers, appears the Union of South Africa, 2.31 percent; Union of Soviet Socialist Republics, 8 percent; United Kingdom, 15 percent; and United States of America, 25 percent.

Mr. MUNDT. Right. It is all listed right there.

Mr. CHURCH. The United States has the largest percentage of all these listed.

Mr. MUNDT. It has the largest percentage because it has the largest and most important agricultural industry. I sincerely believe it will benefit the most from the agreement.

I have been interested in some of the arguments advanced both pro and con this afternoon. Out West where the gentleman from Oklahoma [Mr. RIZLEY] and I live, we have the statement that sometimes we see a lot of gun play but very little shooting. I think that has been the case here today. There has been a lot of gun play beside the issue, but very little shooting at the target.

For example, we have heard discussed at considerable length whether or not we should adopt this resolution because the Hot Springs food conference was held in secrecy. I was one of those who decried the fact that it was held in secrecy. I deplore that now, but I see no reason to condemn this resolution and this proposal, which is out in the open, because the first food conference was unwisely held in secrecy.

We have heard it argued, on the other hand, that by all means we should adopt this resolution because the San Francisco Conference is in session, and because unless we can agree on this which is simple we cannot agree on anything which might be more complicated.

I think this resolution should be considered on its own merits and stand on its own bottom, and be accepted or disagreed to in accordance with its own text and what it does. I am willing to support this resolution because of what it does, because it is a good resolution. I would not be here advocating a bad resolution on the argument that unless we accept a bad resolution the San Francisco Conference might not succeed. I think it is not going to wreck the San Francisco Conference if we defeat it and it is not going to insure the success of the San Francisco Conference if we approve it.

The CHAIRMAN. The time of the gentleman from South Dakota has expired.

Mr. MUNDT. Mr. Chairman, I ask unanimous consent to proceed for 5 additional minutes.

The CHAIRMAN. Is there objection to the request of the gentleman from South Dakota?

There was no objection.

Mr. MUNDT. The point I am trying to stress is that I believe this resolution is good enough to warrant your approval of it of, as, and by itself. I think the Food and Agriculture Organization of the United Nations can achieve much good regardless of what else does or does not come out of the San Francisco Conference.

The third argument which I think has been advanced here is whether we should go in for \$625,000 a year or \$400,000 or \$200,000. It has been decided by the participants that if we go in at all we go in for 25 percent. If we go in at all, we go in for \$625,000. Therefore, let us argue the issue: Should we or should we not go in at all? I think we should.

Mr. TABER. Mr. Chairman, will the gentleman yield?

Mr. MUNDT. I yield to the gentleman from New York.

Mr. TABER. The figure of \$2,500,000 is set forth on page 9 of the hearings as a part of the agreement, but is it not an absolutely arbitrary figure? There is nothing anywhere in the hearings that governs, controls, or indicates what the charge should be for the rest of the period which the agreement might be in effect. That is true, is it not?

Mr. MUNDT. It is true that it is an arbitrary figure based on the estimate arrived at by the international conferees as interpreted by the committee. It is true, too, that on page 2 of the bill, the limit is specifically set in that it states it will not cost more than \$1,250,000 annually. So the ceiling as to what the Organization can spend is four times that or \$5,000,000 per year. That is the top. That is clear. That is specifically established.

Mr. TABER. There is nothing set up at all in the agreement itself as to how much the future ceiling or any other contribution might be.

Mr. MUNDT. Yes; there is. It is set, if we pass this bill, at \$5,000,000 because we specifically declare that to be the limit by our action in setting our ceiling contribution at \$1,250,000.

Mr. TABER. There is nothing in the hearings to support the \$5,000,000 anywhere.

Mr. MUNDT. That limit would be set at \$5,000,000 if we passed the bill, inasmuch as we are to contribute not exceeding \$1,250,000 annually as our 25 percent of the total budget for the Organization.

Mr. TABER. There is nothing in the hearings on that.

Mr. MUNDT. The hearings do not govern this legislation, as the gentleman knows. The text of the bill determines the policy of Congress. What the committee determined after the hearings, acting for the Congress, is that our top limit is a contribution of \$1,250,000 per year.

Mr. TABER. The Congress asks for support in the hearings for the policy that is adopted.

Mr. MUNDT. After listening to all of the testimony and carefully consulting with the witnesses, the committee determined that \$1,250,000 was the correct top figure. If the gentleman's Appropriation Committee decides to reduce that, it is, of course, within the province of his committee if it cares to assume the attendant responsibility.

Mr. ROBSION of Kentucky. Mr. Chairman, will the gentleman yield?

Mr. MUNDT. I yield to the gentleman from Kentucky.

Mr. ROBSION of Kentucky. One of the main objections I have is to this arbitrary amount.

Mr. MUNDT. It is no more arbitrary than the amount which the gentleman from Kentucky suggested.

Mr. ROBSION of Kentucky. Yes; it is because you do not state how many people are going to be employed, what officers, and what salaries. There is no evidence to give the House anything upon which to base this \$5,000,000.

Mr. MUNDT. It is impossible to state that in an infant organization which is growing up any more than we can state what damage the Japanese corn borer is going to cause in the State of Ohio and how many people are going to be required to investigate it. We do not know what the problems are going to be until the organization and the Conference have had an opportunity to function for a while.

Mr. ROBSION of Kentucky. Does the gentleman say that in their hearings the committee did not develop what this money is to be spent for and who is to get it and what the salaries were going to be, and so forth? I think that should have been done.

Mr. MUNDT. It is impossible in setting up a new organization to determine those matters specifically except to make an estimate. This estimate was arrived at by the international conferees as interpreted by the House Committee on Foreign Affairs. The top limit has been established at \$1,250,000 per year. That makes the total for organization purposes of \$5,000,000 per year unless additional countries join or the budget is changed. To increase our contribution would require another act by Congress.

Mr. REES of Kansas. Mr. Chairman, will the gentleman yield?

Mr. MUNDT. I yield.

Mr. REES of Kansas. What does the gentleman from South Dakota propose to do with this \$1,250,000?

Mr. MUNDT. I am glad that the gentleman has asked that question. That is certainly a basic question and it is fundamental. Obviously, it is not what I propose to do or what our Committee on Foreign Affairs proposes to do nor what the American representatives propose to do, but rather what the organization proposes to do that is pertinent. I will explain what is likely to be done with it, however.

The purposes and the functions of the Organization are set forth on pages 1 and 2 of the hearings. Let me point out how I think the United States could benefit. We have heard a lot about food production. We are a surplus food producing Nation. But in this Organiza-

tion attention is also to be given to the nutritive habits and nutritive needs of the peoples of the world, and anything which can be done to expand consumption, for example, in China, of wheat, is of direct benefit to the United States.

Not only in China but in many other countries, native citizens have not been in the habit of eating bread made from wheat. Anything done to increase the use of wheat in these countries can prove beneficial to American agriculture since we are a great producer of wheat. Likewise, increases in the use of cotton for clothes will reflect themselves favorably upon our cotton producers. The greater the demands of the outside world for the products of American farms, the more likelihood there is that our farmers will annually receive a fair price for a full crop from their farms. In this way the United States stands to benefit economically from membership in an international organization of this type.

What is true of the United States is true, also, of other great producing nations. Take Brazil for example, which has indicated its intention of participation in this Organization. When and if the peoples of countries where coffee is not now consumed to great extent take up coffee drinking, the product of the Brazilian coffee plantations will bring additional revenue. China might be interested in seeing the use of tea expanded; and so it goes.

However, Mr. Chairman, much of the world still lives on a submarginal level insofar as food is concerned. In many countries, the problem is not that of encouraging people to consume more and to use a greater variety of food products, but it is a problem of getting enough to eat. Here an organization of this type can be helpful in extending scientific agricultural advice and in advocating improved methods of soil utilization and conservation. By helping to stabilize the basic food production, an organization such as this can aid people to become more vigorous and more prosperous and thus equip them to use more of the world's products whether taken from farm or factory. Hunger is a great breeder of discontent and of evil. By helping the world to cure the plague of hunger we also help the world to discourage the likelihood of war.

Let us vote down the proposed crippling amendment and take our rightful place in this organization determined to exercise leadership in the world's plans to eliminate hunger and to improve the nutritive habits of its people. This is not charity or relief, Mr. Chairman. Like many of you, I have little faith in the philosophy which believes the United States can purchase permanent peace or buy enduring friendships by the device of recklessly spreading our financial resources all over the world. I believe, instead, that we might well run out of finances and find ourselves insolvent and impotent before we were able to go very far or achieve very much of permanent value by trying to put American dollars in the pockets of people who have not yet learned to wear clothes.

However, this proposal is one which is designed to help the world to help

itself. In this organization we take our part as a leader in the world's agricultural activities in an effort to prevent distress, disease, and distrust thru enabling the peoples of the world to have enough to eat and encouraging them to improve and expand their diets to the end that farmers everywhere will find a more ready and profitable market for their products. I hope the House will approve this resolution and that it will do so without reducing the appropriation to a point where the new organization will be unable to function. I ask for a vote on the amendment, Mr. Speaker.

The CHAIRMAN. The time of the gentleman has expired.

The question is on the amendment offered by the gentleman from Kentucky [Mr. ROBSION] to the committee amendment.

The amendment to the committee amendment was rejected.

The CHAIRMAN. The question recurs on the committee amendment.

The committee amendment was agreed to.

The CHAIRMAN. The Clerk will report the next committee amendment.

The Clerk read as follows:

Page 2, line 10, insert:

"Sec. 3. In adopting this joint resolution, it is the sense of the Congress that the Government of the United States should use its best efforts to bring about, as soon as practicable, the integration of the functions and the resources of the International Institute of Agriculture with those of the Organization, in a legal and orderly manner, to effect one united institution in such form as to provide an adequate research, informational, and statistical service for the industry of agriculture."

The committee amendment was agreed to.

The Clerk read as follows:

Sec. 3. Unless Congress by law authorizes such action, neither the President nor any person or agency shall on behalf of the United States accept any amendment under paragraph 1 of article XX of the Constitution of the Organization involving any new obligation for the United States.

With the following committee amendment:

Page 2, line 19, strike out "3" and insert "4."

The committee amendment was agreed to.

The Clerk read as follows:

Sec. 4. In adopting this joint resolution the Congress does so with the understanding that paragraph 2 of article XIII does not authorize the Conference of the Organization to so modify the provisions of its Constitution as to involve any new obligation for the United States.

With the following committee amendment:

Page 2, line 24, strike out "4" and insert "5."

The committee amendment was agreed to.

Mr. LUTHER A. JOHNSON. Mr. Chairman, I move that the committee do now rise and report the bill back to the House with sundry amendments, with the recommendation that the amendments be agreed to and the bill as amended do pass.

The motion was agreed to.

Accordingly the Committee rose; and the Speaker having resumed the chair, Mr. PRIEST, Chairman, of the Committee of the Whole House on the state of the Union, reported that that committee having had under consideration House Joint Resolution 145, directed him to report the same back to the House with sundry amendments adopted in Committee of the Whole, with the recommendation that the amendments be agreed to and the bill as amended do pass.

Mr. LUTHER A. JOHNSON. Mr. Speaker, I move the previous question.

The previous question was ordered.

The SPEAKER. Is a separate vote demanded on any amendment? If not the Chair will put them en grosse.

The amendments were agreed to.

The bill was ordered to be engrossed and read a third time and was read the third time.

The SPEAKER. The question is on the passage of the bill.

Mr. LUTHER A. JOHNSON. Mr. Speaker, on that I ask for the yeas and nays.

The yeas and nays were ordered.

The Clerk called the roll; and there were—yeas 291, nays 25, not voting 116, as follows:

[Roll No. 63]

YEAS—291

Abernethy	De Lacy	Hedrick
Adams	Delaney,	Hendricks
Allen, Ill.	John J.	Henry
Allen, La.	Dingell	Heselton
Anderson, Calif.	Dolliver	Hess
Andrews, Ala.	Domeneaux	Hill
Andrews, N. Y.	Dondero	Hinshaw
Angell	Doughton, N. C.	Hoch
Arends	Douglas, Calif.	Hoeven
Arnold	Douglas, Ill.	Holifield
Auchincloss	Doyle	Holmes, Wash.
Bailey	Drewry	Hook
Baldwin, N. Y.	Dworshak	Hope
Barden	Earthman	Horan
Barrett, Pa.	Elliott	Howell
Barrett, Wyo.	Ellsworth	Huber
Bates, Ky.	Engel, Mich.	Jennings
Bates, Mass.	Engle, Calif.	Jensen
Bell	Ervin	Johnson, Calif.
Bender	Fallon	Johnson, Ill.
Biemiller	Feighan	Johnson, Ind.
Blackney	Fellows	Johnson,
Bland	Fenton	Luther A.
Bolton	Fernandez	Johnson,
Bonner	Fisher	Lyndon B.
Bradley, Pa.	Flannagan	Johnson, Okla.
Brehm	Fogarty	Jonkman
Brooks	Folger	Judd
Brown, Ga.	Forand	Kean
Bryson	Fuller	Kearney
Buck	Gallagher	Kee
Bulwinkle	Gamble	Keefe
Bunker	Gardner	Kelly, Ill.
Burch	Gary	Kerr
Burgin	Gathings	Kilday
Byrne, N. Y.	Gearhart	King
Byrnes, Wis.	Geelan	Kinzer
Camp	Gibson	Knutson
Cannon, Mo.	Gillespie	Kopplemann
Carlson	Gillie	LaFollette
Carnahan	Goodwin	Landis
Case, N. J.	Gordon	Lanham
Chapman	Gore	Larcade
Chelf	Gossett	Latham
Chenoweth	Granahan	Lea
Chiperfield	Granger	LeCompte
Church	Grant, Ala.	LeFevre
Clason	Grant, Ind.	Link
Coffee	Green	Ludlow
Cole, Mo.	Gregory	Lyle
Cole, N. Y.	Griffiths	Lynch
Colmer	Gross	McConnell
Combs	Gwynne, Iowa	Mccormack
Cooley	Hagen	McDonough
Cooper	Hale	McGlinchey
Courtney	Hall,	McGregor
Cox	Edwin Arthur	McMillan, S. C.
Cravens	Hare	McMillen, Ill.
Crawford	Harris	Madden
Cunningham	Hartley	Mahon
Curtis	Havenner	Mansfield,
D'Alesandro	Hays	Mont.
Daughton, Va.	Hébert	Mansfield, Tex.

Marcantonio	Rainspeck
Martin, Iowa	Randolph
Martin, Mass.	Rankin
May	Rayfiel
Merrow	Reece, Tenn.
McChener	Rees, Kans.
Miller, Calif.	Riley
Miller, Nebr.	Rivers
Mills	Robertson,
Monroney	N. Dak.
Morrison	Robertson, Va.
Mundt	Robinson, Utah
Murdock	Rockwell
Murray, Tenn.	Rodgers, Pa.
Murray, Wls.	Rogers, Mass.
Neely	Rogers, N. Y.
Norrell	Rowan
Norton	Russell
O'Brien, Ill.	Sabath
O'Brien, Mich.	Sasscer
O'Neal	Schwabe, Mo.
O'Toole	Scrivner
Outland	Slaughter
Patman	Smith, Maine
Patrick	Smith, Va.
Patterson	Smith, Wis.
Peterson, Fla.	Snyder
Peterson, Ga.	Somers, N. Y.
Phillips	Sparkman
Pickett	
Poage	
Price, Fla.	
Price, Ill.	
Priest	
Rabaut	
Ramey	

NAYS—25

Andersen,	Hull
H. Carl	Jenkins
Beall	Jones
Bishop	Lewis
Clevenger	O'Hara
Ellis	O'Konski
Elston	Pittenger
Harness, Ind.	Reed, Ill.
Hoffman	Reed, N. Y.

NOT VOTING—116

Anderson, N. Mex.	Flood
Andresen, August H.	Fulton
Baldwin, Md.	Gavin
Barry	Gerlach
Beckworth	Gifford
Bennet, N. Y.	Gillette
Bennett, Mo.	Gorski
Bloom	Graham
Boren	Gwinn, N. Y.
Boykin	Hall,
Bradley, Mich.	Leonard W.
Brown, Ohio	Halleck
Brumbaugh	Hancock
Buckley	Hand
Buffett	Harless, Ariz.
Butler	Hart
Campbell	Healy
Canfield	Heffernan
Cannon, Fla.	Herter
Case, S. Dak.	Hobbs
Celler	Holmes, Mass.
Clark	Izac
Clements	Jackson
Cochran	Jarman
Cole, Kans.	Kefauver
Corbett	Kelley, Pa.
Crosser	Keogh
Curley	Kilburn
Davis	Klirwan
Dawson	Kunkel
Delaney, James J.	Lane
Dickstein	Lemke
Dlrksen	Lesinski
Durham	Luce
Eaton	McCown
Eberharder	McGehee
Elsaesser	McKenzie
	Maloney
	Manasco
	Mason

Spence	Mr. Healy with Mr. Dirksen.
Randolph	Springer
Rankin	Starkey
Rayfiel	Stefan
Reece, Tenn.	Stigler
Rees, Kans.	Stockman
Riley	Sullivan
Rivers	Summers, Tex.
Robertson,	Talbot
N. Dak.	Talle
Robertson, Va.	Tarver
Robinson, Utah	Taylor
Rockwell	Thom
Rodgers, Pa.	Thomas, Tex.
Rogers, Mass.	Tibbott
Rogers, N. Y.	Tolan
Rowan	Trimble
Russell	Vinson
Sabath	Voorhils, Calif.
Sasscer	Vursell
Schwabe, Mo.	Wadsworth
Scrivner	Wasielewski
Slaughter	Weaver
Smith, Maine	Welchei
Smith, Va.	Whitten
Smith, Wis.	Whittington
Snyder	Wickersham
Somers, N. Y.	Wigglesworth
Sparkman	Winstead
	Wolcott
	Wolfenden, Pa.
	Wolverton, N. J.
	Wood
	Woodhouse
	Woodrum, Va.
	Zimmerman

The result of the vote was announced as above recorded.

A motion to reconsider was laid on the table.

GERMAN ATROCITY PICTURES

Mr. McCORMACK. Mr. Speaker, I ask unanimous consent to address the House for 1 minute to make an announcement.

The SPEAKER. Is there objection to the request of the gentleman from Massachusetts?

There was no objection.

Mr. McCORMACK. Mr. Speaker, earlier in the day I made an announcement about the Pathe News pictures of the German atrocities to be shown in the Senate Office Building. I desire to announce that on tomorrow morning in the caucus room of the Old House Office Building the pictures will be shown at 10:45 o'clock. The Speaker has made arrangements for this, and I am announcing it so that the Members may be aware of the fact.

POLISH CONSTITUTION DAY

Mr. DINGELL. Mr. Speaker, I ask unanimous consent that the 1 hour set aside and controlled by me on Thursday, May 3, Polish Constitution Day, be extended to 1 hour and 15 minutes, to be controlled by my colleague the gentleman from Connecticut [Mr. RYTER] and that this time, by agreement with my colleague the gentleman from Wisconsin [Mr. O'KONSKI] shall supersede the time reserved for himself on that day.

The SPEAKER. Is there objection to the request of the gentleman from Michigan?

There was no objection.

EXTENSION OF REMARKS

Mr. KOPPLEMANN. Mr. Speaker, I ask unanimous consent to extend my own remarks on my bill, House Joint Resolution 131.

The SPEAKER. Is there objection to the request of the gentleman from Connecticut?

There was no objection.

Mr. PATRICK. Mr. Speaker, I ask unanimous consent to extend my own remarks in the Appendix and include an address by Mr. McClellan Vandever at Birmingham.

The SPEAKER. Is there objection to the request of the gentleman from Alabama?

There was no objection.

[The matter referred to appears in the Appendix.]

Mr. DOYLE asked and was given permission to extend his own remarks in two instances and to include therein two short editorials from a Long Beach paper.

Mr. MUNDT and Mr. BENDER asked and were given permission to extend their own remarks.

Mr. JUDD. Mr. Speaker, I ask unanimous consent to extend my own remarks in the Appendix of the RECORD and include therein a resolution from the State legislature of Minnesota.

The SPEAKER. Is there objection to the request of the gentleman from Minnesota?

There was no objection.

[The matter referred to appears in the Appendix.]

Mr. WOODRUFF of Michigan asked and was given permission to extend his own remarks in the RECORD and include an editorial and an article.

Mr. PRICE of Illinois asked and was given permission to extend his own remarks in the RECORD and include a short editorial.

GENERAL LEAVE TO EXTEND ON HOUSE JOINT RESOLUTION 145, PROVIDING FOR MEMBERSHIP OF THE UNITED STATES IN THE FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS

Mrs. ROGERS of Massachusetts. Mr. Speaker, I ask unanimous consent that all Members may have 5 legislative days within which to extend their own remarks upon the bill just passed and that I and other Members may be allowed to revise and extend the remarks they made in the Committee of the Whole this afternoon.

The SPEAKER. Is there objection to the request of the gentlewoman from Massachusetts?

There was no objection.

LEAVE OF ABSENCE

Mr. PATRICK. Mr. Speaker, I ask unanimous consent that the gentleman from Alabama, Mr. PETE JARMAN, may be granted a leave of absence for 2 weeks, on account of official business.

The SPEAKER. Is there objection to the request of the gentleman from Alabama?

There was no objection.

SUPPLEMENT OF CLAIMS—PERMISSION TO FILE SUPPLEMENTAL REPORT

Mr. COMBS. Mr. Speaker, on behalf of the Committee on Claims, I ask unanimous consent to file a supplemental report (Rept. No. 237) on the bill H. R. 2068 to provide for the settlement of claims of military personnel and civilian employees of the War Department or of the Army for damages to, or loss, destruction, capture, or abandonment of personal property occurring incident to their service.

The SPEAKER. Is there objection to the request of the gentleman from Texas?

There was no objection.

79TH CONGRESS
1ST SESSION

H. J. RES. 145

IN THE SENATE OF THE UNITED STATES

MAY 3 (legislative day, APRIL 16), 1945

Read twice and referred to the Committee on Foreign Relations

JOINT RESOLUTION

Providing for membership of the United States in the Food and Agriculture Organization of the United Nations.

1 *Resolved by the Senate and House of Representatives*
2 *of the United States of America in Congress assembled,*
3 That the President is hereby authorized to accept member-
4 ship for the United States in the Food and Agriculture
5 Organization of the United Nations (hereinafter referred
6 to as the "Organization") the Constitution of which is set
7 forth in Appendix I of the First Report to the Governments
8 of the United Nations by the Interim Commission on Food
9 and Agriculture, dated August 1, 1944.

10 SEC. 2. There is hereby authorized to be appropriated,
11 out of any money in the Treasury not otherwise appropri-

79TH CONGRESS
1ST SESSION

H. J. RES. 145

JOINT RESOLUTION

Providing for membership of the United States
in the Food and Agriculture Organization
of the United Nations.

MAY 3 (legislative day, APRIL 16), 1945

Read twice and referred to the Committee on
Foreign Relations

3. FULL-EMPLOYMENT BUDGET. Banking and Currency Committee announced that they will begin hearings on S. 380, the full-employment bill, as soon as the Committee has completed its work on the Bretton Woods legislation; that the hearings will be held in two parts. During the period before Labor Day, testimony will be received from sponsors of the bill and other Members of Congress, veterans and servicemen, and national experts on social aspects of unemployment and during the period after Labor Day, testimony will be received from agriculture, labor, governmental organizations, etc. (pp. 5943-4).
4. FOOD ADMINISTRATION. Foreign Relations Committee reported without amendment H.J. Res. 145, providing for U.S. membership in the Food and Agricultural Organization of the United Nations. (S. Rept. 357) (p. 5946).
5. IRRIGATION. Indian Affairs Committee reported with amendment H.R. 1656, authorizing modification of the contract for the purchase of power for use in connection with the San Carlos irrigation project (S. Rept. 359) (p. 5946).
6. NOMINATION. Confirmed nomination of Oscar B. Ryder to be a member of the U.S. Tariff Commission (p. 5995).
7. PAY BILL. Received a National Labor Relations Board Union's (St. Louis, Mo.) letter favoring this bill, H.R. 2497 (pp. 5944-5).
8. EDUCATION. Received a Md. Society of the Sons of the American Revolution (Baltimore, Md.) resolution protesting against legislation to provide Federal aid to education (p. 5945).
9. TRANSPORTATION. Received a Public Service Commission's (Baltimore, Md.) resolution favoring H.R. 2536, to amend the Interstate Commerce Act, with respect to certain agreements between carriers (p. 5945).
10. REGIONAL AUTHORITIES. Sen. Langer, N.Dak., inserted a N. Dak. Reclamation Assn. resolution urging speedy action in completing preliminary investigations and surveys for the development of the Missouri River Basin and opposing the creation of a Missouri Valley Authority (p. 5945).
- HOUSE
11. PAY BILL. Began and concluded general debate on this bill, H.R. 3393 (pp. 6003-22, 6027). (For provisions of bill see Digest 113.)
Reps. Ramspeck (Ga.), Rankin (Miss.), and others discussed the average increase in Federal workers' "take-home pay" during the war (p. 6004). Reps. Brooks (La.), Rees (Kans.), Chenoweth (Colo.), and others discussed the extent to which the bill covers Federal workers (p. 6007). Rep. Hoffman, Mich., criticized OPA and WFA handling of the food situation and stated, "One thing the OPA did do, and that was to create...a black market" (pp. 6020-1).
12. SUGAR SITUATION. Rep. Jonkman, Mich., spoke in favor of the Republican Congressional Food Study Committee's recommendation that an immediate 6-month embargo be placed on all shipments of U.S. sugar, and criticized CCC's failure to make arrangements for the purchase of the 1946 Cuban and Puerto Rican sugar crops (pp. 6022-3).
13. RURAL ELECTRIFICATION. Interstate and Foreign Commerce Committee announced hearings for June 13 on H.R. 1742, to authorize additional appropriations for REA (p. 6027).
14. BILAND-LEASE APPROPRIATIONS. Received from the President a supplemental appropriation estimate of \$1,975,000,000 for defense aid for the fiscal year 1946, ex-

OFFICE OF BUDGET AND FINANCE
Legislative Reports and Service Section

79th-1st, No. 115

DIGEST OF PROCEEDINGS OF CONGRESS OF INTEREST TO THE DEPARTMENT OF AGRICULTURE
(Issued June 12, 1945, for actions of Monday, June 11, 1945)

(For staff of the Department only)

CONTENTS

Appropriations.....	14	Foreign trade.....	2,29	Rationing.....	1
Budget.....	3	Irrigation.....	5	Reclamation.....	25
Clothing.....	30	Lend-lease.....	14	Regional authorities....	10
Education.....	8	Loans, farm.....	18	Research.....	17
Electrification.....	13	Military training.....	27	Rural rehabilitation.....	15
Employment.....	3,26,28	Nomination.....	6	Soil conservation.....	24
Food adm. (general).....	4,11,20	Personnel.....	7,11,19	Subsidies.....	23
Food distribution.....	11,12	Price control...	1,11,21,22	Transportation.....	9,16
Foreign relations.....	4				

HIGHLIGHTS: Senate passed price-control and stabilization extension bill. Senate committees reported trade-agreements bill and measure providing for U.S. membership in FAO. House debated pay bill and received supplemental estimate for lend-lease.

SENATE

1. PRICE CONTROL; RATIONING; STABILIZATION. Passed with amendments S. J. Res. 30, to continue for 12 months the provisions of the Price Control and Stabilization Acts (pp. 5950-95).

Agreed to amendments by Sen. Barkley, Ky., (a substitute amendment for Sen. Thomas' amendment (see Digest 113)) which prohibits establishment or maintenance of maximum prices on meat products which do not allow a reasonable margin of profit to the processing industry (pp. 5950-89); by Sen. Wherry, Nebr., to prohibit establishment or maintenance of maximum prices against producers of agricultural commodities which do not equal all costs and expenses (including overhead, return on capital, and an allowance for the labor of the producer and his family) incurred in the production of such commodity plus a reasonable profit (pp. 5990-1); and by Sen. Wilcox, Wis., to permit an increase in C.O.D. prices equivalent to any increase in postal rates or charges (pp. 5992-3).

Rejected amendments by Sen. Taft, Ohio, (see Digest 113) (pp. 5989-90) and by Sen. Moore, Okla., to prohibit price controls or rationing of cattle, calves, eggs, and poultry between July 1 and Sept. 30, 1945 (p. 5993).

Received a Washington Federation of Churches petition favoring extension of the price control and rationing programs to combat inflation (p. 5945).

Received a Newton (Kans.) 6 of C resolution recommending amendments to the Price Control and Stabilization Acts (p. 5945).

2. TRADE AGREEMENTS. Finance Committee reported (June 9, during recess) with amendments H.R. 3240, to continue the trade agreements program (S. Rept. 356) (p. 5944). This bill was made the unfinished business (p. 5995).

adoption of amendments providing for a 25-percent increase in wage rates and true time and one-half as proposed by the subcommittee of the House Committee on the Civil Service to House bill 2497, the so-called pay-raise bill for Federal employees; ordered to lie on the table.

By Mr. TYDINGS:

A resolution adopted by the National Maritime Union of the Port of Baltimore, Md., favoring the enactment of the joint resolution (S. J. Res. 57) designating the birthday of Franklin Delano Roosevelt as a legal holiday; to the Committee on the Judiciary.

A resolution adopted by the Maryland Society of the Sons of the American Revolution, Baltimore, Md., protesting against the enactment of legislation providing for Federal aid to education; to the Committee on Education and Labor.

A resolution adopted by the board of directors of the Council of Churches and Christian Education of Maryland-Delaware, Inc., Baltimore, Md., protesting against the enactment of legislation providing for compulsory peacetime military training; to the Committee on Military Affairs.

A resolution adopted by the Public Service Commission of Maryland, Baltimore, Md., favoring the enactment of the bill (H. R. 2536) to amend the Interstate Commerce Act with respect to certain agreements between carriers; to the Committee on Interstate Commerce.

MISSOURI RIVER BASIN

Mr. LANGER. Mr. President, I ask unanimous consent to present for appropriate reference and printing in the RECORD a resolution adopted by the North Dakota Reclamation Association on June 3 at its session at Minot, N. Dak., relating to further surveys and investigations by the Bureau of Reclamation and the Army Engineers for multiple purpose development of the Missouri River Basin.

There being no objection, the resolution was received, referred to the Committee on Irrigation and Reclamation, and ordered to be printed in the RECORD, as follows:

To the United States Bureau of Reclamation and United States Army Engineers:

In view of adequate appropriations, which at this time seem likely to be made available by the Seventy-ninth Congress for further surveys and investigations, by both the Bureau of Reclamation and the Army engineers for multiple purpose development of the Missouri River Basin, and

With fullest appreciation for efforts already advanced by these two Federal agencies, and with fullest confidence in their ability to effect over-all development of this great valley by coordination of their facilities, and without the creation of any separate authority, and

In view of supporting evidence to be made a supplementary part of this resolution setting forth the dire need of added water supply for domestic and industrial uses by cities in various sections of the State, as well as the ever-continued threat of drought to the western semi-arid section of the State, and necessity of further expansion of irrigation in order to stabilize crop production and maintain the present high standard of livestock herds;

We respectfully urge the need for speedy action in completing all necessary preliminary surveys and investigations throughout the State, as embodied in the coordinated plan of the Bureau of Reclamation and Army engineers for North Dakota, which would make possible the launching of a construction program immediately following the end of the war, and as soon as funds are made available therefor.

This resolution respectfully submitted and adopted by the North Dakota Reclamation Association, represented by its directors in session at Minot, N. Dak., this 3d day of June, 1945: Be it further

Resolved, That a copy of this resolution be sent to Governor Fred G. Aandahl, chairman of the North Dakota State Water Commission; the full Congressional delegation from North Dakota in Washington, D. C., F. O. Hagie, Secretary National Reclamation Association, Washington, D. C.

NORTH DAKOTA RECLAMATION ASSOCIATION,
HOWARD L. STONE, President.
J. I. ROVIG, Secretary.

EXTENSION OF EMERGENCY PRICE CONTROL ACT

Mr. CAPPER. Mr. President, I ask unanimous consent to present for printing in the RECORD and appropriate reference resolutions adopted by the Washington (D. C.) Federation of Churches in which they appeal to all citizens to support the Price Control Act, to refuse to patronize the black markets, and to "play fair with their neighbors and friends of this and other peace loving nations."

There being no objection, the resolution was received, ordered to lie on the table and to be printed in the RECORD, as follows:

*WASHINGTON FEDERATION OF CHURCHES,
Washington, D. C.*

The Board of Directors of the Washington Federation of Churches appeals to President Harry S. Truman and to the Congress of the United States for an extension of the Price Control Act, without inflationary amendments.

In so appealing, members of the Board are influenced by no partisan considerations but have in mind the evil effects of the inflation which followed World War I. The cost of living during 1919-20 nearly doubled, and among the first to suffer were aged persons on small retirement incomes, wives and children of men who were or who had been in the armed forces, and fixed income workers. Reported critical food shortages make imperative the continuance of rationing and price control if available goods are to be fairly distributed here at home. Our deep concern for the security and health of American families moves us to ask for strong Government controls until such food shortages no longer exist.

Likewise, we have in mind the needs of the suffering peoples of Europe and Asia, and the food commitments our Government has made to them. We realize that these commitments can be respected only if our own citizens generously accept an extension of governmental regulations which have in some cases proved vexatious, but which have thus far enabled us to fight with honor and power. By tightening our belts and by cooperating in the destruction of black markets, we can fulfil the agreements already made, and hold a place of leadership in the moral reconstruction of the world.

We appeal, therefore, to the church people of Washington, and to all citizens, to support these price control measures, to refuse to patronize the black markets, and to play fair with their neighbors and friends of this and other peace-loving nations.

Adopted: May 31, 1945.

For the Board of Directors:

CARROLL C. ROBERTS,
President.
FREDERICK E. REISSIG,
Executive Secretary.

ADMINISTRATION AND OPERATION OF OPA

Mr. CAPPER. Mr. President, I have received from the Chamber of Commerce

of Newton, Kans., a letter and resolutions with respect to the authority of the OPA and asking that several important changes be made in the price-control program. I ask unanimous consent to present the letter and resolutions and that they be printed in the RECORD and appropriately referred.

There being no objection, the letter and resolutions were received, referred to the Committee on Banking and Currency, and ordered to be printed in the RECORD, as follows:

*CHAMBER OF COMMERCE,
Newton, Kans., June 4, 1945.*
Hon. Senator ARTHUR CAPPER,
Senate Office Building,
Washington, D. C.

DEAR MR. CAPPER: I am enclosing a copy of resolution passed by the retail committee of the Newton Chamber of Commerce. The discussion of the committee when considering this resolution reflected these ideas.

1. That Congress should retain more power in price control by putting some eliminations on ruling by the Office of Price Administration.

2. That the courts rather than the agencies would be used in interpreting the law and the regulations of the Office of Price Administration.

3. That the extension of price controls should be limited by Congress.

I understand these proposals are before the House Committee on Banking and Currency. We should be glad to have you consider the ideas in this resolution when the bill is before the Senate for consideration.

Very truly yours,

GUY W. WEBSTER,
Secretary-manager.

To Whom It May Concern:

Whereas the OPA in administering the Price Control Act has squeezed the normal gross margins of retailers by forcing them to absorb increases in production costs while maintaining retail prices; and

Whereas the present administration of the law creates a situation which would make it difficult or impossible for retailers to reconvert to a healthy postwar condition in case sales volume declines and/or costs return to normal; and

Whereas the interpretation of law and determination of guilt is a function of the courts rather than of administrative agencies; and

Whereas price controls should be relaxed at the earliest date consistent with necessities forced by the war emergency: Now, therefore, be it

Resolved, That the retail committee of the Newton Chamber of Commerce respectfully request the Congress to incorporate the following changes in the extension of the Price Control Act:

1. Congress should define the term "generally fair and equitable" to prevent the present squeeze and insure price ceilings that are fair to all retailers under whatever business conditions may develop.

2. Permit the courts to use discretion as to granting injunctions in cases of purely technical or nonwillful violations that inevitably occur among billions of transactions.

3. Grant to the United States district and circuit courts, nearest the point of business of the petitioner, the right to review OPA decisions.

4. Extend the act to allow proper control over commercial rents in war-emergency areas.

5. Renew the act for a 12-month period, not 18 months as proposed by others.

REPORT OF THE COMMITTEE

The following reports of committees were submitted:

By Mr. AUSTIN, from the Committee on Foreign Relations:

H. J. Res. 145. Joint resolution providing for membership of the United States in the Food and Agricultural Organization of the United States; without amendment (Rept. No. 357).

By Mr. O'MAHONEY:

From the Committee on Indian Affairs:

H. R. 1656. A bill to authorize the Secretary of the Interior to modify the provisions of a contract for the purchase of a power plant for use in connection with the San Carlos irrigation project; with an amendment (Rept. No. 359).

From the Committee on Appropriations:

H. R. 3306. A bill making appropriations for the government of the District of Columbia and other activities chargeable in whole or in part against the revenues of such District for the fiscal year ending June 30, 1946, and for other purposes; with amendments (Rept. No. 358).

By Mr. ELLENDER, from the Committee on Claims:

H. R. 892. A bill for the relief of Madeline J. MacDonald; without amendment (Rept. No. 360).

By Mr. MAGNUSON, from the Committee on Commerce:

S. J. Res. 51. Joint resolution granting permission to Charles Rex Marchant, Lorne E. Sasseen, and Jack Veniss Bassett to accept certain medals tendered them by the Government of Canada in the name of His Britannic Majesty, King George VI, without amendment (Rept. No. 361).

BILLS AND JOINT RESOLUTION INTRODUCED

Bills and a joint resolution were introduced, read the first time, and, by unanimous consent, the second time, and referred as follows:

By Mr. HILL:

S. 1131. A bill for the relief of Jess Hudson; to the Committee on Claims.

By Mr. DOWNEY:

S. 1132. A bill for the relief of Aeronautical Training Center, Inc.; to the Committee on Claims.

By Mr. JOHNSON of Colorado:

S. 1133. A bill for the relief of S. M. Price; to the Committee on Claims.

By Mr. WALSH:

S. 1134. A bill to reimburse certain Navy and Marine Corps personnel and former Navy and Marine Corps personnel for personal property lost or damaged as the result of a fire in buildings 102 and 102-A in Utulei, Tutuila, American Samoa, on August 17, 1944; and

S. 1135. A bill to reimburse certain Navy personnel and former Navy personnel for personal property lost or damaged as the result of a fire at the naval auxiliary air station, Pungo, Norfolk, Va., on February 13, 1945; to the Committee on Naval Affairs.

By Mr. McCARRAN:

S. 1136. A bill to provide for the evacuation and repatriation of the remains of certain persons who died and are buried outside the continental limits of the United States and whose remains could not heretofore be returned to their homelands due to wartime shipping restrictions; to the Committee on Military Affairs.

By Mr. GREEN:

S. 1137. A bill for the relief of Charles Myers; to the Committee on Naval Affairs.

By Mr. MYERS:

S. J. Res. 75. Joint resolution to authorize the issuance of a special series of stamps commemorative of the one hundredth anniversary of the founding of Girard College; to the Committee on Post Offices and Post Roads.

HOUSE BILL REFERRED

The bill (H. R. 3368) making appropriations for war agencies for the fiscal year ending June 30, 1946, and for other purposes, was read twice by its title, and referred to the Committee on Appropriations.

NOTICE OF MOTION TO SUSPEND THE RULE—AMENDMENTS

Mr. O'MAHONEY submitted the following notice in writing:

In accordance with rule XL of the Standing Rules of the Senate, I hereby give notice in writing that it is my intention to move to suspend paragraph 4 of rule XVI for the purpose of proposing to the bill (H. R. 3306) making appropriations for the government of the District of Columbia and other activities chargeable in whole or in part against the revenues of such District for the fiscal year ending June 30, 1946, and for other purposes, the following amendments, namely:

Page 10, line 13, following the word "Provided," insert the following: "That \$25,000 of the unexpended balance of the appropriation for this purpose for the fiscal year 1945 shall be available for payment to the National Symphony Orchestra Association for concerts to be given in the public schools of the District of Columbia during the fiscal year 1946 when a program satisfactory to the Commissioners of the District of Columbia has been arranged: *Provided further*".

Page 26, line 24, after the word "waived", under the paragraph "Municipal court", insert the following: "Provided further, That hereafter the disbursing officer of the District of Columbia is authorized to advance to the clerk of the court, upon requisition previously approved by the Auditor of the District of Columbia, sums of money not exceeding \$500 at any one time, to be used for the payment of witness fees."

Mr. O'MAHONEY also submitted two amendments intended to be proposed by him to House bill 3306, the District of Columbia appropriation bill, which were ordered to lie on the table and to be printed.

(For text of amendments referred to, see the foregoing notice.)

RUMORED RETIREMENT OF GENERAL MARSHALL—EDITORIAL IN ARMY AND NAVY JOURNAL

Mr. HART. Mr. President, there is around town a rumor that the high command of the Army is facing a change, and I fear the rumor has good foundation. It is to the effect that General Marshall is seriously contemplating retirement from his position as Chief of Staff. That is a very serious matter. The Army and Navy Journal has published an editorial on the subject, which, it is to be hoped, will be very widely read. I ask unanimous consent that it be printed in the body of the RECORD.

There being no objection, the editorial was ordered to be printed in the RECORD, as follows:

We call upon the President to order, and the country to demand, that General of the Army Marshall abandon the idea of retirement. He assumed the Office of Chief of Staff on July 1, 1939, 2 months before Hitler invaded Poland, and when the black clouds of war were rolling their portentous thunder over the world. Faced with the prospect of meeting the armed might of Germany, then at its peak, and anticipating that Japan would join the Axis Powers and include America in its attack, his was the responsibility for the military defense of the United

States and the promotion of our aims. How well he met the test an uninvaded and victorious United States now devoutly appreciates. But we do not, we cannot, realize the magnitude of the task he performed—the multitudinous questions and problems involved in the development of armies 8,000,-000 strong from the mere prewar token Regular Army of 180,000; the provision of food, clothing, quarters, and the latest equipment for this vast horde; the transformation of civilians into efficient officers; the education of men in the school of the soldier, their training in squads, companies, regiments, divisions, and armies; their instruction in warfare in the light of the lessons revealed in Europe and the selection of commanders with the capacity to lead them, so that for the first time in American history organizations were placed upon the battlefields which required only the test of fire to make them the marvelous machines that, independently or cooperating with those of our allies, crushed the German Wehrmacht and annihilated the Japanese where they were entrenched. Nor can we grasp the intensity of thought which military genius fashioned into solutions of the problems of strategy imposed by the threats of enemies upon America's flanks and the vastness of global war, and of the equally vital problems of logistics, the execution of those solutions required. Then, too, there was the overwhelming need of the creation and maintenance of unity between the Allied Nations, each with its own ambitions and aims, and its expression in coordination and cooperation in all fields, diplomatic as well as military. The tremendous contribution thereto which General Marshall made is evidenced by the combined operations of all the powers that brought Germany to defeat, that kept China in the war, and that has driven Japan back from its far-flung conquests to its home islands.

Germany having been conquered and all the preparations down to the last button having been completed for the conquest of Japan, General Marshall is said to feel that he can relinquish active duty and, without the slightest disturbance to our arms and aims, leave to a successor, perhaps General Eisenhower, the execution of the plans for the reduction of our Pacific enemy. For General Eisenhower, the Army and Navy and our allies in common with our own people, have the highest admiration. Unquestionably because of the experience and the ability he has demonstrated in the field, his familiarity with the War Department, and his personal knowledge of the Far East, he would make a top Chief of Staff. But the mothers and fathers of the Nation know of the care of their sons and daughters which General Marshall personally has given, and realize that our casualties would have been infinitely greater had they been sent untrained into action and had they not been furnished with the latest in arms. The Regular Army, perhaps more than the less professional, understands the monumental and difficult character of the work he has done, and rely upon him to a degree beyond that enjoyed by most of our war leaders in the past. The National Guard and Reserves have found themselves better soldiers as a result of his policies and attention. The civilians who were commissioned, realize that to him is due their qualifications as members of the great corps of officers the Nation possesses. The noncommissioned officers and privates attribute to him not only their training, but their health and comfort, unsurpassed in any previous war of our history. Thus the folks at home, and the rank and file of the troops, have implicit faith and trust in this chief, whose one aim has been victory in the shortest possible time and with the least cost in life. Like faith and trust were reposed in him by President Roosevelt; they are reposed in him by President Truman. He enjoys the supreme confidence of

Calendar No. 353

79TH CONGRESS
1ST SESSION

H. J. RES. 145

[Report No. 357]

IN THE SENATE OF THE UNITED STATES

MAY 3 (legislative day, APRIL 16), 1945

Read twice and referred to the Committee on Foreign Relations

JUNE 11 (legislative day, JUNE 4), 1945

Reported by Mr. AUSTIN, without amendment

JOINT RESOLUTION

Providing for membership of the United States in the Food and Agriculture Organization of the United Nations.

- 1 *Resolved by the Senate and House of Representatives*
- 2 *of the United States of America in Congress assembled,*
- 3 That the President is hereby authorized to accept member-
- 4 ship for the United States in the Food and Agriculture
- 5 Organization of the United Nations (hereinafter referred
- 6 to as the "Organization") the Constitution of which is set
- 7 forth in Appendix I of the First Report to the Governments
- 8 of the United Nations by the Interim Commission on Food
- 9 and Agriculture, dated August 1, 1944.
- 10 SEC. 2. There is hereby authorized to be appropriated,

1 out of any money in the Treasury not otherwise appropri-
2 ated, a sum not exceeding \$625,000 during the first fiscal
3 year of the Organization and sums not exceeding \$1,250,000
4 annually thereafter as may be required for expenditure under
5 the direction of the Secretary of State, for the payment by
6 the United States of its proportionate share in the expenses
7 of the Organization.

8 SEC. 3. In adopting this joint resolution, it is the sense
9 of the Congress that the Government of the United States
10 should use its best efforts to bring about, as soon as prac-
11 ticable, the integration of the functions and the resources
12 of the International Institute of Agriculture with those of
13 the Organization, in a legal and orderly manner, to effect
14 one united institution in such form as to provide an ade-
15 quate research, informational, and statistical service for the
16 industry of agriculture.

17 SEC. 4. Unless Congress by law authorizes such action,
18 neither the President nor any person or agency shall on
19 behalf of the United States accept any amendment under
20 paragraph 1 of article XX of the Constitution of the Organ-
21 ization involving any new obligation for the United States.

22 SEC. 5. In adopting this joint resolution the Congress
23 does so with the understanding that paragraph 2 of
24 article XIII does not authorize the Conference of the Organ-

1 ization to so modify the provisions of its Constitution as to
2 involve any new obligation for the United States.

Passed the House of Representatives April 30, 1945.

Attest:

SOUTH TRIMBLE,

Clerk:

79TH CONGRESS
1ST SESSION

H. J. RES. 145

[Report No. 357]

JOINT RESOLUTION

Providing for membership of the United States
in the Food and Agriculture Organization
of the United Nations.

MAY 3 (legislative day, APRIL 16), 1945

Read twice and referred to the Committee on
Foreign Relations

JUNE 11 (legislative day, JUNE 4), 1945

Reported without amendment

Calendar No. 353

79TH CONGRESS
1st Session {

SENATE

{ REPORT
No. 357

MEMBERSHIP OF THE UNITED STATES IN THE FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS

JUNE 11 (legislative day, JUNE 4), 1945.—Ordered to be printed

Mr. AUSTIN, from the Committee on Foreign Relations, submitted
the following

R E P O R T

[To accompany H. J. Res. 145]

The Committee on Foreign Relations, to whom was referred the joint resolution (H. J. Res. 145), providing for membership of the United States in the Food and Agriculture Organization of the United Nations, having considered the same, report unanimously and favorably thereon, without amendment, and recommend that the joint resolution do pass.

The constitution of the Food and Agriculture Organization of the United Nations is as follows:

CONSTITUTION OF THE FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS

PREAMBLE

The Nations accepting this Constitution, being determined to promote the common welfare by furthering separate and collective action on their part for the purposes of—

raising levels of nutrition and standards of living of the peoples under their respective jurisdictions,

securing improvements in the efficiency of the production and distribution of all food and agricultural products,

bettering the condition of rural populations,

and thus contributing toward an expanding world economy,

hereby establish the Food and Agriculture Organization of the United Nations, hereinafter referred to as the "Organization", through which the Members will report to one another on the measures taken and the progress achieved in the fields of action set forth above.

2 FOOD AND AGRICULTURE ORGANIZATION OF UNITED NATIONS

ARTICLE I (FUNCTIONS OF THE ORGANIZATION)

1. The Organization shall collect, analyze, interpret, and disseminate information relating to nutrition, food and agriculture.
2. The Organization shall promote and, where appropriate, shall recommend national and international action with respect to
 - (a) scientific, technological, social, and economic research relating to nutrition, food and agriculture;
 - (b) the improvement of education and administration relating to nutrition, food and agriculture, and the spread of public knowledge of nutritional and agricultural science and practice;
 - (c) the conservation of natural resources and the adoption of improved methods of agricultural production;
 - (d) the improvement of the processing, marketing, and distribution of food and agricultural products;
 - (e) the adoption of policies for the provision of adequate agricultural credit, national and international;
 - (f) the adoption of international policies with respect to agricultural commodity arrangements.
3. It shall also be the function of the Organization
 - (a) to furnish such technical assistance as governments may request;
 - (b) to organize, in cooperation with the governments concerned, such missions as may be needed to assist them to fulfill the obligations arising from their acceptance of the recommendations of the United Nations Conference on Food and Agriculture; and
 - (c) generally to take all necessary and appropriate action to implement the purposes of the Organization as set forth in the Preamble.

ARTICLE II (MEMBERSHIP)

1. The original Members of the Organization shall be such of the nations specified in Annex I as accept this Constitution in accordance with the provisions of Article XXI.
2. Additional Members may be admitted to the Organization by a vote concurred in by a two-thirds majority of all the members of the Conference and upon acceptance of this Constitution as in force at the time of admission.

ARTICLE III (THE CONFERENCE)

1. There shall be a Conference of the Organization in which each Member nation shall be represented by one member.
2. Each Member nation may appoint an alternate, associates, and advisers to its member of the Conference. The Conference may make rules concerning the participation of alternates, associates, and advisers in its proceedings, but any such participation shall be without the right to vote except in the case of an alternate or associate participating in the place of a member.
3. No member of the Conference may represent more than one Member nation.
4. Each Member nation shall have only one vote.
5. The Conference may invite any public international organization which has responsibilities related to those of the Organization to appoint a representative who shall participate in its meetings on the conditions prescribed by the Conference. No such representative shall have the right to vote.
6. The Conference shall meet at least once in every year.
7. The Conference shall elect its own officers, regulate its own procedure, and make rules governing the convocation of sessions and the determination of agenda.
8. Except as otherwise expressly provided in this Constitution or by rules made by the Conference, all matters shall be decided by the Conference by a simple majority of the votes cast.

ARTICLE IV (FUNCTIONS OF THE CONFERENCE)

1. The Conference shall determine the policy and approve the budget of the Organization and shall exercise the other powers conferred upon it by this Constitution.
2. The Conference may by a two-thirds majority of the votes cast make recommendations concerning questions relating to food and agriculture to be

submitted to Member nations for consideration with a view to implementation by national action.

3. The Conference may by a two-thirds majority of the votes cast submit conventions concerning questions relating to food and agriculture to Member nations for consideration with a view to their acceptance by the appropriate constitutional procedure.

4. The Conference shall make rules laying down the procedure to be followed to secure:

(a) proper consultation with governments and adequate technical preparation prior to consideration by the Conference of proposed recommendations and conventions; and

(b) proper consultation with governments in regard to relations between the Organization and national institutions or private persons.

5. The Conference may make recommendations to any public international organization regarding any matter pertaining to the purpose of the Organization.

6. The Conference may by a two-thirds majority of the votes cast agree to discharge any other functions consistent with the purposes of the Organization which may be assigned to it by governments or provided for by any arrangement between the Organization and any other public international organization.

ARTICLE V (THE EXECUTIVE COMMITTEE)

1. The Conference shall appoint an Executive Committee consisting of not less than nine or more than fifteen members or alternate or associate members of the Conference or their advisers who are qualified by administrative experience or other special qualifications to contribute to the attainment of the purpose of the Organization. There shall be not more than one member from any Member nation. The tenure and other conditions of office of the members of the Executive Committee shall be subject to rules to be made by the Conference.

2. Subject to the provisions of paragraph 1 of this Article, the Conference shall have regard in appointing the Executive Committee to the desirability that its membership should reflect as varied as possible an experience of different types of economy in relation to food and agriculture.

3. The Conference may delegate to the Executive Committee such powers as it may determine, with the exception of the powers set forth in paragraph 2 of Article II, Article IV, paragraph 1 of Article VII, Article XIII, and Article XX of this Constitution.

4. The members of the Executive Committee shall exercise the powers delegated to them by the Conference on behalf of the whole Conference and not as representatives of their respective governments.

5. The Executive Committee shall appoint its own officers and, subject to any decisions of the Conference, shall regulate its own procedure.

ARTICLE VI (OTHER COMMITTEES AND CONFERENCES)

1. The Conference may establish technical and regional standing committees and may appoint committees to study and report on any matter pertaining to the purpose of the Organization.

2. The Conference may convene general, technical, regional, or other special conferences and may provide for the representation at such conferences, in such manner as it may determine, of national and international bodies concerned with nutrition, food and agriculture.

ARTICLE VII (THE DIRECTOR-GENERAL)

1. There shall be a Director-General of the Organization who shall be appointed by the Conference by such procedure and on such terms as it may determine.

2. Subject to the general supervision of the Conference and its Executive Committee, the Director-General shall have full power and authority to direct the work of the Organization.

3. The Director-General or a representative designated by him shall participate, without the right to vote, in all meetings of the Conference and of its Executive Committee and shall formulate for consideration by the Conference and the Executive Committee proposals for appropriate action in regard to matters coming before them.

ARTICLE VIII (STAFF)

1. The staff of the Organization shall be appointed by the Director-General in accordance with such procedure as may be determined by rules made by the Conference.

2. The staff of the Organization shall be responsible to the Director-General. Their responsibilities shall be exclusively international in character and they shall not seek or receive instructions in regard to the discharge thereof from any authority external to the Organization. The Member nations undertake fully to respect the international character of the responsibilities of the staff and not to seek to influence any of their nationals in the discharge of such responsibilities.

3. In appointing the staff the Director-General shall, subject to the paramount importance of securing the highest standards of efficiency and of technical competence, pay due regard to the importance of selecting personnel recruited on as wide a geographical basis as is possible.

4. Each Member nation undertakes, insofar as it may be possible under its constitutional procedure, to accord to the Director-General and senior staff diplomatic privileges and immunities and to accord to other members of the staff all facilities and immunities accorded to non-diplomatic personnel attached to diplomatic missions, or alternatively to accord to such other members of the staff the immunities and facilities which may hereafter be accorded to equivalent members of the staffs of other public international organizations.

ARTICLE IX (SEAT)

The seat of the Organization shall be determined by the Conference.

ARTICLE X (REGIONAL AND LIAISON OFFICES)

1. There shall be such regional offices as the Director-General with the approval of the Conference may decide.

2. The Director-General may appoint officials for liaison with particular countries or areas subject to the agreement of the government concerned.

ARTICLE XI (REPORTS BY MEMBERS)

1. Each Member nation shall communicate periodically to the Organization reports on the progress made toward achieving the purpose of the Organization set forth in the Preamble and on the action taken on the basis of recommendations made and conventions submitted by the Conference.

2. These reports shall be made at such times and in such form and shall contain such particulars as the Conference may request.

3. The Director-General shall submit these reports, together with analyses thereof, to the Conference and shall publish such reports and analyses as may be approved for publication by the Conference together with any reports relating thereto adopted by the Conference.

4. The Director-General may request any Member nation to submit information relating to the purpose of the Organization.

5. Each Member nation shall, on request, communicate to the Organization, on publication, all laws and regulations and official reports and statistics concerning nutrition, food, and agriculture.

ARTICLE XII (COOPERATION WITH OTHER ORGANIZATIONS)

1. In order to provide for close cooperation between the Organization and other public international organizations with related responsibilities, the Conference may, subject to the provisions of Article XIII, enter into agreements with the competent authorities of such organizations defining the distribution of responsibilities and methods of cooperation.

2. The Director-General may, subject to any decisions of the Conference, enter into agreements with other public international organizations for the maintenance of common services, for common arrangements in regard to recruitment, training, conditions of service, and other related matters, and for interchanges of staff.

ARTICLE XIII (RELATION TO ANY GENERAL WORLD ORGANIZATION)

1. The Organization shall, in accordance with the procedure provided for in the following paragraph, constitute a part of any general international organization to which may be entrusted the coordination of the activities of international organizations with specialized responsibilities.

2. Arrangements for defining the relations between the Organization and any such general organization shall be subject to the approval of the Conference. Notwithstanding the provisions of Article XX, such arrangements may, if approved by the Conference by a two-thirds majority of the votes cast, involve modification of the provisions of this Constitution: Provided that no such arrangements shall modify the purposes and limitations of the Organization as set forth in this Constitution.

ARTICLE XIV (SUPERVISION OF OTHER ORGANIZATIONS)

The Conference may approve arrangements placing other public international organizations dealing with questions relating to food and agriculture under the general authority of the Organization on such terms as may be agreed with the competent authorities of the organization concerned.

ARTICLE XV (LEGAL STATUS)

1. The Organization shall have the capacity of a legal person to perform any legal act appropriate to its purpose which is not beyond the powers granted to it by this Constitution.

2. Each Member nation undertakes, insofar as it may be possible under its constitutional procedure, to accord to the Organization all the immunities and facilities which it accords to diplomatic missions, including inviolability of premises and archives, immunity from suit, and exemptions from taxation.

3. The Conference shall make provision for the determination by an administrative tribunal of disputes relating to the conditions and terms of appointment of members of the staff.

ARTICLE XVI (FISH AND FOREST PRODUCTS)

In this Constitution the term "agriculture" and its derivatives include fisheries, marine products, forestry, and primary forestry products.

ARTICLE XVII (INTERPRETATION OF CONSTITUTION)

Any question or dispute concerning the interpretation of this Constitution or any international convention adopted thereunder shall be referred for determination to an appropriate international court or arbitral tribunal in the manner prescribed by rules to be adopted by the Conference.

ARTICLE XVIII (EXPENSES)

1. Subject to the provisions of Article XXV, the Director-General shall submit to the Conference an annual budget covering the anticipated expenses of the Organization. Upon approval of a budget the total amount approved shall be allocated among the Member nations in proportions determined, from time to time, by the Conference. Each Member nation undertakes, subject to the requirements of its constitutional procedure, to contribute to the Organization promptly its share of the expenses so determined.

2. Each Member nation shall, upon its acceptance of this Constitution, pay as its first contribution its proportion of the annual budget for the current financial year.

3. The financial year of the Organization shall be July 1 to June 30 unless the Conference should otherwise determine.

ARTICLE XIX (WITHDRAWAL)

Any Member nation may give notice of withdrawal from the Organization at any time after the expiration of four years from the date of its acceptance of this Constitution. Such notice shall take effect one year after the date of its communication to the Director-General of the Organization subject to the Member nation's having at that time paid its annual contribution for each year of its membership including the financial year following the date of such notice.

ARTICLE XX (AMENDMENT OF CONSTITUTION)

1. Amendments to this Constitution involving new obligations for Member nations shall require the approval of the Conference by a vote concurred in by a two-thirds majority of all the members of the Conference and shall take effect on acceptance by two-thirds of the Member nations for each Member nation accepting the amendment and thereafter for each remaining Member nation on acceptance by it.

2. Other amendments shall take effect on adoption by the Conference by a vote concurred in by a two-thirds majority of all the members of the Conference.

ARTICLE XXI (ENTRY INTO FORCE OF CONSTITUTION)

1. This Constitution shall be open to acceptance by the nations specified in Annex I.

2. The instruments of acceptance shall be transmitted by each government to the United Nations Interim Commission on Food and Agriculture, which shall notify their receipt to the governments of the nations specified in Annex I. Acceptance may be notified to the Interim Commission through a diplomatic representative, in which case the instrument of acceptance must be transmitted to the Commission as soon as possible thereafter.

3. Upon the receipt by the Interim Commission of twenty notifications of acceptance the Interim Commission shall arrange for this Constitution to be signed in a single copy by the diplomatic representatives, duly authorized thereto, of the nations who shall have notified their acceptance, and upon being so signed on behalf of not less than twenty of the nations specified in Annex I this Constitution shall come into force immediately.

4. Acceptances the notification of which is received after the entry into force of this Constitution shall become effective upon receipt by the Interim Commission or the Organization.

ARTICLE XXII (FIRST SESSION OF THE CONFERENCE)

The United Nations Interim Commission on Food and Agriculture shall convene the first session of the Conference to meet at a suitable date after the entry into force of this Constitution.

ARTICLE XXIII (LANGUAGES)

Pending the adoption by the Conference of any rules regarding languages, the business of the Conference shall be transacted in English.

ARTICLE XXIV (TEMPORARY SEAT)

The temporary seat of the Organization shall be at Washington unless the Conference should otherwise determine.

ARTICLE XXV (FIRST FINANCIAL YEAR)

The following exceptional arrangements shall apply in respect of the financial year in which this Constitution comes into force:

(a) the budget shall be the provisional budget set forth in Annex II to this Constitution; and

(b) the amounts to be contributed by the Member nations shall be in the proportions set forth in Annex II to this Constitution: Provided that each Member nation may deduct therefrom the amount already contributed by it toward the expenses of the Interim Commission.

ARTICLE XXVI (DISSOLUTION OF THE INTERIM COMMISSION)

On the opening of the first session of the Conference, the United Nations Interim Commission on Food and Agriculture shall be deemed to be dissolved and its records and other property shall become the property of the Organization.

ANNEX I. NATIONS ELIGIBLE FOR ORIGINAL MEMBERSHIP

AUSTRALIA	INDIA
BELGIUM	IRAN
BOLIVIA	IRAQ
BRAZIL	LIBERIA
CANADA	LUXEMBOURG
CHILE	MEXICO
CHINA	NETHERLANDS
COLOMBIA	NEW ZEALAND
COSTA RICA	NICARAGUA
CUBA	NORWAY
CZECHOSLOVAKIA	PANAMA
DENMARK	PARAGUAY
DOMINICAN REPUBLIC	PERU
ECUADOR	PHILIPPINE COMMONWEALTH
EGYPT	POLAND
EL SALVADOR	UNION OF SOUTH AFRICA
ETHIOPIA	UNION OF SOVIET SOCIALIST REPUBLICS
FRANCE	UNITED KINGDOM
GREECE	UNITED STATES OF AMERICA
GUATEMALA	URUGUAY
HAITI	VENEZUELA
HONDURAS	YUGOSLAVIA
ICELAND	

ANNEX II. BUDGET FOR THE FIRST FINANCIAL YEAR

The provisional budget for the first financial year shall be a sum of 2,500,000 U. S. dollars, the unspent balance of which shall constitute the nucleus of a capital fund.

This sum shall be contributed by the Member nations in the following proportions:

	Percent		Percent
Australia-----	3.33	Iran-----	.71
Belgium-----	1.28	Iraq-----	.44
Bolivia-----	.29	Liberia-----	.05
Brazil-----	3.46	Luxembourg-----	.05
Canada-----	5.06	Mexico-----	1.87
Chile-----	1.15	Netherlands-----	1.38
China-----	6.50	New Zealand-----	1.15
Colombia-----	.71	Nicaragua-----	.05
Costa Rica-----	.05	Norway-----	.62
Cuba-----	.71	Panama-----	.05
Czechoslovakia-----	1.40	Paraguay-----	.05
Denmark-----	.62	Peru-----	.71
Dominican Republic-----	.05	Philippines-----	.25
Ecuador-----	.05	Poland-----	1.19
Egypt-----	1.73	Union of South Africa-----	2.31
El Salvador-----	.05	U. S. S. R-----	8.00
Ethiopia-----	.29	United Kingdom-----	15.00
France-----	5.69	U. S. A-----	25.00
Greece-----	.38	Uruguay-----	.58
Guatemala-----	.05	Venezuela-----	.58
Haiti-----	.05	Yugoslavia-----	.71
Honduras-----	.05	Provision for new Members-----	2.00
Iceland-----	.05	Total-----	100.00
India-----	4.25		

Done at Washington this ---- day of -----, one thousand nine hundred and forty ----, in the English language, in a single copy which will be deposited in the archives of the Food and Agriculture Organization of the United Nations and of which authenticated copies will be transmitted by the Director-General to the governments of the nations enumerated in Annex I to this Constitution and of Members admitted to the Organization by the Conference in accordance with the provisions of Article II.

IN WITNESS WHEREOF we have appended our signatures:

The Members of the United Nations Interim Commission on Food and Agriculture are as follows:

MEMBERS OF THE INTERIM COMMISSION ON FOOD AND AGRICULTURE (AS OF JUNE 29, 1944)

L. B. PEARSON (Canada), *Chairman*; P. I. TCHEGOULA (USSR), *Vice Chairman*; P. W. Tsou (China), *Vice Chairman*

Australia.—F. L. McDougall, economic adviser to the Australian high commissioner, London.

Belgium.—Viscount Alain du Pare, commercial counselor and Minister Plenipotentiary of the Embassy of Belgium, Washington; Charles Léonard, agricultural attaché of the Embassy of Belgium, Washington.

Bolivia.—René Ballivián, financial counselor of the Embassy of Bolivia, Washington.

Brazil.—C. M. de Figueiredo, Minister Plenipotentiary.

Canada.—L. B. Pearson, Minister, Canadian Embassy, Washington.

Chile.—Carlos Campbell del Campo, commercial counselor of the Embassy of Chile, Washington.

China.—P. W. Tsou, president of the Agricultural Association of China; senior adviser to the Ministries of Food and of Agriculture and Forestry of China, Chungking.

Colombia.—Guillermo Eliseo Suárez, commercial counselor of the Embassy of Colombia, Washington.

Costa Rica.—Francisco de P. Gutiérrez, Ambassador of Costa Rica, Washington; Jorge Hazera, commercial attaché of the Embassy of Costa Rica, Washington.

Cuba.—Felipe de Pazos, commercial attaché of the Embassy of Cuba, Washington; Mariano Brull, Minister Counselor of the Embassy of Cuba.

Czechoslovakia.—Prof. Dr. Václav Myslivec, Czech Technical University, Masaryk Academy and Czechoslovak Agricultural Academy, Praha.

Dominican Republic.—Mario E. de Moya, Minister Counselor, Embassy of the Dominican Republic, Washington.

Ecuador.—S. E. Durán-Ballén, Minister Counselor of the Embassy of Ecuador, Washington (appointed July 7, 1944); Emilio A. Maulme, commercial counselor of the Embassy of Ecuador, Washington.

Egypt.—Anis Azer, Minister Counselor of the Royal Legation of Egypt, Washington; Monir Bahgat, agricultural attaché, Royal Legation of Egypt, Washington.

El Salvador.—Carlos Adalberto Alfaro, first secretary of the Embassy of El Salvador, Washington.

Ethiopia.—Yilma Deressa, Vice Minister of Finance of Ethiopia.

French Representative.—André Mayer, professor and vice president, Collège de France; Christian Valensi, financial counselor of the French delegation to the United States, Washington.

Greece.—Kyriakos Varvaressos, governor of the Bank of Greece and ambassador at large for financial and economic matters; Athanasios Sbarounis, general director, Ministry of Finances, Athens.

Guatemala.—Francisco Linares-Aranda, second secretary of the Embassy of Guatemala, Washington.

Haiti.—Elie Garcia, first secretary of the Embassy of Haiti, Washington.

Honduras.—Julián R. Cáceres, Ambassador of Honduras, Washington.

Iceland.—Thor Thors, Minister of Iceland, Washington.

India.—Sir Girja Shankar Bajpai, agent general for India, Washington. Advisers: S. K. Kirpalani, India Government trade commissioner, New York; Humphrey Trevelyan, first secretary to the agent general for India.

Iran.—Ali Akbar Daftary, counselor of the Imperial Legation of Iran, Washington; H. Hadjeb-Davalou, first secretary of the Imperial Legation of Iran, Washington.

Iraq.—Darwish Haidari, director of the Central Agricultural Experiment Station, Bagdad.

Liberia.—Gabriel L. Dennis, Secretary of State of Liberia.

Luxemburg.—Hugues Le Gallais, Minister of Luxemburg, Washington.

Mexico.—Rafael de la Colina, Minister Counselor of the Embassy of Mexico, Washington; Vincente Sánchez Gavito, counselor of the Embassy of Mexico, Washington.

Netherlands.—M. P. L. Steenberghe, president of the Economic, Financial and Shipping Mission of the Kingdom of the Netherlands; L. A. H. Peters, agricultural attaché of the Embassy of the Netherlands, Washington.

New Zealand.—Walter Nash, Minister of New Zealand, Washington; A. G. B. Fisher, counselor of the Legation of New Zealand, Washington; adviser, B. R. Turner, second secretary, Legation of New Zealand, Washington.

Nicaragua.—Alberto Sevilla Sacasa, secretary of the Embassy of Nicaragua, Washington.

Norway.—Anders Fjelstad, delegate of the Royal Norwegian Government for agricultural affairs in the United States.

Panama.—Ricardo A. Morales, counselor of the Embassy of Panama, Washington.

Paraguay.—París E. Menéndez, director of central laboratory, Ministry of Agriculture, Paraguay.

Peru.—Juan Chávez, Minister Counselor of the Embassy of Peru, Washington.

Philippine Commonwealth.—Joaquin M. Elizalde, Resident Commissioner of the Philippines to the United States; Urbano A. Zafra, commercial adviser to the Resident Commissioner; Amado M. Dalisay, research analyst, Philippine Commonwealth, Washington.

Poland.—Wiesław Domaniewski, commercial counselor of the Embassy of Poland, Washington.

Union of South Africa.—A. T. Brennan, director and deputy head, Union of South Africa Government Supply Mission, Washington; W. C. Naudé, attaché of the Legation of the Union of South Africa, Washington; J. A. Siegruhn, commercial attaché of the Legation of the Union of South Africa, Washington.

Union of Soviet Socialist Republics.—P. I. Tchegoula, chairman of the all-union combine Eksportkhleb, and member of the Government Purchasing Commission of the Soviet Union in the United States; adviser, B. I. Groudinko, Government Purchasing Commission of the Soviet Union in the United States.

United Kingdom.—Edward Twentyman, second secretary, Ministry of Food. Advisers: Redvers Opie, economic counselor of the British Embassy, Washington; Robert Rae, agricultural attaché of the British Embassy, Washington; P. H. Gore-Booth, first secretary of the British Embassy, Washington.

United States of America.—Paul H. Appleby, Assistant Director of the Bureau of the Budget.

Uruguay.—Juan Felipe Yriart, first secretary of the Embassy of Uruguay, Washington.

Venezuela.—M. A. Falcón-Briceño, commercial counselor of the Embassy of Venezuela, Washington.

Yugoslavia.—Branko Cubrilovich, formerly minister of agriculture; George Radin, special representative of the Yugoslav Government.

The Danish Minister, Henrik de Kauffmann, Minister of Denmark, Washington; Count Benedict Ahlefeldt-Laurvig, financial counselor of the Royal Legation of Denmark; J. V. Rechendorff, secretary of the Royal Legation of Denmark.

Executive secretary of the Commission, Howard S. Piquet.

House Joint Resolution 145 is as follows:

[H. J. Res. 145, 79th Cong., 1st sess.]

JOINT RESOLUTION Providing for membership of the United States in the Food and Agriculture Organization of the United Nations

Resolved by the Senate and House of Representatives of the United States of America in Congress assembled, That the President is hereby authorized to accept membership for the United States in the Food and Agriculture Organization of the United Nations (hereinafter referred to as the "Organization") the Constitution of which is set forth in Appendix I of the First Report to the Governments of the United Nations by the Interim Commission on Food and Agriculture, dated August 1, 1944.

SEC. 2. There is hereby authorized to be appropriated, out of any money in the Treasury not otherwise appropriated, a sum not exceeding \$625,000 during the first fiscal year of the Organization and sums not exceeding \$1,250,000 annually thereafter as may be required for expenditure under the direction of the Secretary of State, for the payment by the United States of its proportionate share in the expenses of the Organization.

SEC. 3. In adopting this joint resolution, it is the sense of the Congress that the Government of the United States should use its best efforts to bring about, as soon as practicable, the integration of the functions and the resources of the International Institute of Agriculture with those of the Organization, in a legal and orderly manner, to effect one united institution in such form as to provide an adequate research, informational, and statistical service for the industry of agriculture.

SEC. 4. Unless Congress by law authorizes such action, neither the President nor any person or agency shall on behalf of the United States accept any amendment under paragraph 1 of article XX of the Constitution of the Organization involving any new obligation for the United States.

SEC. 5. In adopting this joint resolution the Congress does so with the understanding that paragraph 2 of article XIII does not authorize the Conference of the Organization to so modify the provisions of its Constitution as to involve any new obligation for the United States.

Passed the House of Representatives April 30, 1945.

Attest:

SOUTH TRIMBLE, Clerk.

PARTICIPATION OF THE FOREIGN RELATIONS COMMITTEE OF THE SENATE IN PROPOSALS FOR THE CONSTITUTION

On March 15, 1944, a subcommittee of the Committee on Foreign Relations was appointed to confer with the United States Government officials who were concerned with the drafting of a constitution for a permanent International Organization on Food and Agriculture.

That committee consisted of Senator Thomas of Utah, chairman; Senator Gillette, of Iowa; and Senator Austin, of Vermont.

In a press release, Chairman Thomas subsequently made a statement, which was published, reading, in part, as follows:

The Senator said there had already been the fullest exchange of ideas in the course of which the Senators had put forward a wide range of suggestions upon which the officials mentioned were now at work preparatory to further meetings. Senator Thomas expressed the view that by following this course the two branches of the Government would have a thorough understanding of the matter of one another's views before the Interim Commission made its recommendations to the governments represented on it.

As to procedure Senator Thomas said that the subcommittee's recommendations would be in conformity with the terms of the Connally resolution providing for action by the United States "through its constitutional processes." The subcommittee, he said, was considering the procedure followed in the case of the Pan American Union which was a closely analogous organization for the formulation of proposals for common action rather than an administrative body with delegated authority. In this case the Inter-American Conference of 1890 formulated a plan of organization which was referred to the various governments. The Congress by legislative action approved the plan and authorized the President to participate on behalf of the United States in bringing it into active operation. Congress has since continued to give financial support to the Pan American Union. The Senator referred to the Union as having the complete confidence and support of the Congress, which had fully participated in its creation.

During the spring of 1944 the subcommittee held numerous informal conferences with representatives of the Department of State and the Department of Agriculture, based upon a draft constitution, as amended by the Interim Commission on June 14, 1944.

Various amendments of the preliminary draft were proposed, were passed upon by the Interim Commission, and, afterward, on August 1,

1944, the final draft of the constitution was published in the first report to the governments of the United Nations by the Interim Commission on Food and Agriculture, and appear in the appendix of the report, at page 41 and following. This is the same draft that is published herein ante.

This first report was submitted to the chairmen of the Senate Committee on Foreign Relations, the Senate Committee on Agriculture and Forestry, the House Committee on Foreign Affairs, and the House Committee on Agriculture.

There is published in an appendix hereto a letter from Dean Acheson, Assistant Secretary of State, to Mr. Austin, dated March 13, 1945, referring to the major changes in the original draft of the constitution made as a result of the conferences with the subcommittee. Also, a letter from Assistant Secretary Acheson to Mr. Austin, dated March 15, 1945, relating to the appropriateness of a joint resolution of Congress as the means of authorizing the United States to become a member of the Food and Agriculture Organization, together with a memorandum regarding the bearing of the Connally resolution on the proposed Food and Agriculture Organization.

The subcommittee reported to the Committee on Foreign Relations recommending that adherence by the United States to the Organization be provided for by a joint resolution of Congress.

On March 26, 1945, the President transmitted a message to Congress containing said first report of the Interim Commission, the draft of the constitution, and a list of the members of the Interim Commission, which was received in the House of Representatives, published as Document No. 128 of the Seventy-ninth Congress, first session, and referred to the Committee on Foreign Affairs. In that message the President recommended that the Congress approve active participation by the United States in the Food and Agriculture Organization of the United Nations in accordance with its proposed constitution, as set forth in appendix I of the attached report, and authorize annual appropriations of this Government's share of the budget of the Organization.

The Committee on Foreign Affairs of the House, through Mr. Luther A. Johnson, submitted a report unanimously and favorably recommending that House Joint Resolution 145 do pass with the amendments specified therein.

This report is republished as follows:

[H. Rept. No. 431, 79th Cong., 1st sess.]

The Committee on Foreign Affairs, to whom was referred the joint resolution (H. J. Res. 145) providing for membership of the United States in the Food and Agriculture Organization of the United Nations, having considered the same, report unanimously and favorably thereon with amendments and recommend that the joint resolution do pass.

The proposed committee amendments are as follows:

Section 2, strike out the words "such sums, not to exceed \$1,250,000 annually" and insert in lieu thereof "a sum not exceeding \$625,000 during the first fiscal year of the Organization and sums not exceeding \$1,250,000 annually thereafter."

Insert a new section 3, as follows, and change the numbering of present sections 3 and 4 to 4 and 5, respectively:

"SEC. 3. In adopting this joint resolution, it is the sense of the Congress that the Government of the United States should use its best efforts to bring about, as soon as practicable, the integration of the functions and the resources of the International Institute of Agriculture with those of the Organization, in a legal

and orderly manner, to effect one united institution in such form as to provide an adequate research, informational, and statistical service for the industry of agriculture."

BACKGROUND OF THE DEVELOPMENT OF THE FOOD AND AGRICULTURE ORGANIZATION

In February 1943, President Roosevelt invited the United and Associated Nations to a Conference on Food and Agriculture which was held at Hot Springs, Va., in May of the same year. This meeting, and the work of an Interim Commission which grew out of it, resulted in the formulation of a proposed constitution for an organization to be known as the Food and Agriculture Organization of the United Nations. The Hot Springs meeting and the work of the Interim Commission are described at a later point in this report. The Interim Commission submitted the constitution to the 44 Nations in August 1944. Since that time 20 nations have announced their intention to accept the constitution and become members of the Organization. They are Australia, Belgium, China, Dominican Republic, Czechoslovakia, Egypt, France, Guatemala, Haiti, Honduras, Iceland, India, Liberia, Mexico, Netherlands, Nicaragua, Norway, Philippines, Poland, and the United Kingdom.

House Joint Resolution 145 provides the authority by which the United States may be added to this list. The joint resolution, which is simple in terms, authorizes the President to accept membership in behalf of the United States, and authorizes the necessary appropriations, not to exceed \$1,250,000 annually, to meet this country's share of the expenses of the Organization.

SCOPE, AIMS, AND STRUCTURE OF THE FOOD AND AGRICULTURE ORGANIZATION

The United Nations Conference on Food and Agriculture at Hot Springs was the direct result of the vision and the initiative of President Roosevelt. He believed that there was a special appropriateness in the fact that the first collaborative action of the United Nations looking beyond the war period should be in a field that affected the welfare of so large a part of the world's population.

The Honorable Marvin Jones, chairman of the American delegation, presided over the Conference. The Conference, meeting in the midst of war, but convinced that it was not too early to start thinking about the long-range problems which would confront the world after the war, found complete agreement among its members, as expressed in the declaration of the Conference, that—

"There has never been enough food for the health of all people. This is justified neither by ignorance nor by the harshness of nature. Production of food must be greatly expanded; we now have knowledge of the means by which this can be done. It requires imagination and firm will on the part of each government and people to make use of that knowledge.

"The first cause of hunger and malnutrition is poverty. It is useless to produce more food unless men and nations provide the markets to absorb it. There must be an expansion of the whole world economy to provide the purchasing power sufficient to maintain an adequate diet for all. With full employment in all countries, enlarged industrial production, the absence of exploitation, an increasing flow of trade within and between countries, an orderly management of domestic and international investment and currencies, and sustained internal and international economic equilibrium, the food which is produced can be made available to all people.

"The primary responsibility lies with each nation for seeing that its own people have the food needed for life and health; steps to this end are for national determination. But each nation can fully achieve its goal only if all work together.

"The first steps toward freedom from want of food must not await the final solution of all other problems. Each advance made in one field will strengthen and quicken advance in all others. Work already begun must be continued. Once the war has been won decisive steps can be taken. We must make ready now."

THE INTERIM COMMISSION

In the view of the Conference "the successful carrying out of the recommendations of the Conference in the field of production, distribution, and consumption of food and other agricultural products in the postwar period will be the most important prerequisite for the achievement of freedom from want, and requires the creation by the governments and authorities here represented of a permanent organization in the field of food and agriculture."

It therefore recommended that the governments establish a permanent organization in the field of food and agriculture and that as a means to that end it set up an Interim Commission among whose duties should be the formulation and recommendation for consideration by each member government of a specific plan for a permanent organization in these fields. Each of the 44 governments represented at Hot Springs has been represented on the Interim Commission.

THE PROPOSED CONSTITUTION

By August 1944 the Interim Commission, which had established headquarters in Washington, D. C., completed drafting a constitution for the permanent Food and Agriculture Organization. The constitution was then submitted to the governments of the 44 nations represented on the Interim Commission.

In the preamble to the constitution the objectives of the Organization were set forth as follows:

"The nations accepting this constitution, being determined to promote the common welfare by furthering separate and collective action on their part for the purposes of—

"Raising levels of nutrition and standards of living of the peoples under their respective jurisdictions,

"Securing improvements in the efficiency of the production and distribution of all food and agricultural products,

"Bettering the condition of rural populations,

and thus contributing toward an expanding world economy, hereby establish the Food and Agriculture Organization of the United Nations, hereinafter referred to as the "Organization," through which the members will report to one another on the measures taken and the progress achieved in the fields of action set forth above."

Then, in article I, the functions of the Organization were specifically described:

"1. The Organization shall collect, analyze, interpret, and disseminate information relating to nutrition, food, and agriculture.

"2. The Organization shall promote and, where appropriate, shall recommend national and international action with respect to—

"(a) Scientific, technological, social, and economic research relating to nutrition, food, and agriculture;

"(b) The improvement of education and administration relating to nutrition, food, and agriculture, and the spread of public knowledge of nutritional and agricultural science and practice;

"(c) The conservation of natural resources and the adoption of improved methods of agricultural production;

"(d) The improvement of the processing, marketing, and distribution of food and agricultural products;

"(e) The adoption of policies for the provision of adequate agricultural credit, national and international;

"(f) The adoption of international policies with respect to agricultural commodity arrangements.

"3. It shall also be the function of the Organization—

"(a) To furnish such technical assistance as governments may request;

"(b) To organize, in cooperation with the governments concerned, such missions as may be needed to assist them to fulfill the obligations arising from their acceptance of the recommendations of the United Nations Conference on Food and Agriculture; and

"(c) Generally to take all necessary and appropriate action to implement the purposes of the Organization as set forth in the preamble."

At a later point it is stated explicitly that fish and forest products lie within the scope of the organization's activities, equally with farm products. Article XVI of the constitution states:

"In this Constitution the term 'agriculture' and its derivatives include fisheries, marine products, forestry, and primary forestry products."

RELATIONSHIP TO WORLD SECURITY

Raising world-wide levels of nutrition generally, and improving living conditions of the vast numbers of people engaged in the production of food and agricultural products are by their very nature objectives worthy of the sincerest efforts that nations can make through the Food and Agriculture Organization toward their

furtherance. In addition, however, the work of the Food and Agriculture Organization can bear a significant relationship to the whole broad effort to attain world security and prosperity.

The responsibilities which its proposed constitution assigns to the Food and Agriculture Organization have a close connection with the aims and functions of the world organization which this country and the other United Nations will seek to establish at the Conference that will open at San Francisco later this month. The future effectiveness of the Food and Agriculture Organization will in a large measure be determined by the extent of world collaboration along other lines. But the success of all measures taken by a world organization will in the long run, be importantly influenced by the extent to which the world's people are better fed and to which living conditions of the world's food and agriculture producers are improved.

Thus far, most discussions of the proposed world organization have been concerned with its possibilities for suppressing aggression or of preventing it after overt signs appear. In reality, those responsibilities constitute only part of the task which the world organization must perform if it is to live up to expectations. The other half of the task is to reduce or wipe out the conditions that breed and nurture the spirit of aggression.

As Secretary of State Stettinius said in his statement submitted to this committee April 12: "Hunger, poverty, disease, and ignorance are conditions that give aggressors their chance." No lasting peace is possible until the nations of the world work together successfully to reduce the underlying social and economic causes of aggression and war, or, if possible, to remove them entirely. The prosperity of this country, as well as the peace of the world, is at stake. Without economic collaboration and improved levels of living and of production throughout the world, or at least in most of it, the maintenance and improvement of production and levels of living in the United States will be impossible. We cannot hope to have prosperity in this country if the other countries are sunk in depression.

The proposed Food and Agriculture Organization, by providing the nations of the world a new means of working together to improve the efficiency of food and agriculture production and distribution, the living conditions of food and agriculture producers, and the levels of consumption of users of those products, can make a great contribution to world security in an important economic sphere.

HOW THE PROPOSED ORGANIZATION WOULD OPERATE

Primarily, the proposed Food and Agriculture Organization would be a worldwide instrumental for pooling the best knowledge and experience relating to nutrition, agricultural production and marketing, and the best use of farm, fishery, and forestry resources.

The Organization would afford a forum for discussing all manner of problems relating to both policy and practice in the fields of food and agriculture. Also, the permanent staff of the Organization would continually be collecting, analyzing, and disseminating statistical and technical information so that discoveries made and methods developed in any one part of the world may be utilized for the benefit of people everywhere in as short a time as possible.

The Organization has no authority over the governments of its members. It is strictly a fact-finding and advisory body. Therefore, the Organization will not in itself take action to put any of its recommendations into effect, or to actually utilize any of the new information which it makes available to its members. Those are things which will be done by the individual governments or their citizens.

This unspectacular approach to its task can, nevertheless, make the Organization a most effective instrument. Adding to the body of human knowledge and exchanging views on new discoveries have been at the root of all improvement of mankind's material welfare.

STRUCTURE OF THE ORGANIZATION

As provided in its proposed constitution, the Food and Agriculture Organization has an extremely simple structure. There is to be a representative conference, an executive committee, a director general, and a permanent staff. In the representative council each nation, whether it be large or small, has 1 vote. Each of the 44 countries that were represented at the Hot Springs Conference and on the Interim Commission may become members of the permanent organization simply upon accepting its constitution. Other countries may be admitted upon the concurrence of two-thirds of the Organization's total membership.

The representative conference will meet at least annually, and the representative of each of the member nations may be assisted by alternatives, associates, and advisers. Provision is made for a small executive committee of not less than 9 nor more than 15 members to carry on certain work which the conference may delegate to it. Certain powers, however, such as those of amending the constitution, determining relationships to the general international organization, and the admission of new members are specifically reserved to the whole Conference.

The director general will be the principal official of the Organization and will supervise the day-to-day work of the permanent staff.

RELATIONSHIP WITH OTHER ORGANIZATIONS

Eventually the Food and Agriculture Organization will be a medium of collaboration among the member governments. In addition, however, the constitution of the organization has provided for cooperation between the Food and Agriculture Organization and other specialized international organizations whose responsibilities are related. As it has been pointed out, the aims of the Food and Agriculture Organization in its particular fields are identical with the broad economic objectives of the world organization to be shaped at San Francisco. Thus, provision has been made for the Food and Agriculture Organization, without in any way losing its identity, to constitute a part of the general international organization. Naturally the details of such an arrangement remain to be worked out later. It is plain, however, that the work of the Food and Agriculture Organization should be integrated with that of the projected Economic and Social Council of the United Nations organization.

Section 4 of House Joint Resolution 145 expresses the understanding of the Congress that the provision of the constitution, which authorizes arrangements bringing the Food and Agriculture Organization into the framework of the general world organization, does not authorize the Conference of the Food and Agriculture Organization to modify the provisions of its constitution in a manner which would involve any new obligations on the part of the United States.

In the matter of relationship with other international organizations, one situation requires special attention. This is the relationship between the Food and Agriculture Organization and the International Institute of Agriculture at Rome. That Institute, in which the United States has held membership since 1907, has always had a more limited scope than is projected for the Food and Agriculture Organization. It has been limited both in the scale of its operations and in its concepts of the total problem of welfare of both the producers and consumers of food. From the outbreak of war until the liberation of Rome it was an Axis captive and its activities and staff withered away. The Committee on Foreign Affairs has examined this problem and finds itself in agreement that it will be more desirable to make a fresh start than to try to patch up and rebuild the International Institute. At the same time the committee is of the opinion that the very considerable good which has been accomplished by the Institute in times past should not be disregarded, and that arrangements should be worked out for absorbing its functions and its physical resources, which are largely confined to its library, into the new Food and Agriculture Organization. The testimony of the representatives of the various executive departments clearly indicated that this Government is actively aware of these problems and is prepared in consultation with the other members of the International Institute, to work out the most appropriate means for effecting this absorption. Clearly this cannot be effectively undertaken until such time as the Food and Agriculture Organization has come into being.

A new section 3 is proposed in a committee amendment to the bill, based on a suggestion made by Mr. A. S. Goss, master, the National Grange, that it be declared the sense of the Congress that the functions and resources of the International Institute of Agriculture be integrated with those of the Organization as soon as practicable.

OBLIGATIONS OF MEMBERSHIP

Membership in the Food and Agriculture Organization entails few obligations on the part of participating nations, and those few are simple.

The first of the four requirements is that member nations make periodic reports on their activities in the fields of food and agriculture. These reports will be similar to those customarily made by the members of any international organization. Much of this responsibility could be discharged by making available to the Food and Agriculture Organization the great volume of statistical

material normally produced for publication in this country. Occasionally, special studies might also be needed by the Food and Agriculture Organization.

Second, each member nation would be required to contribute a proportionate share of the Organization's budget. For the first year the total budget of the Food and Agriculture Organization will be \$2,500,000. This country's share of that is 25 percent, or \$625,000. During subsequent years, it is believed that the annual budget of the Organization may be in the neighborhood of \$5,000,000. Consequently, House Joint Resolution 145 would authorize the appropriation of annual sums, not to exceed \$1,250,000, that may be required as this Government's contribution to the expenses of the Organization. The committee amendment clarifies the intent that for the first fiscal year of the Organization, this Government's contribution is not to exceed \$625,000.

Third, each member government would be required to accord the Organization and its staff whatever diplomatic privileges are possible under its constitutional procedures. This is a question which the United States Government will doubtless consider in connection with other international organizations, as well as with the Food and Agriculture Organization. It seems likely that Congress will want to take up this subject as a whole rather than in the light of one particular organization.

Fourth, there is a requirement that the member nations respect the international character of the Organization's staff by not attempting to influence any of their nationals who may be selected for service on the staff.

SAFEGUARDS AS TO FURTHER OBLIGATIONS

Under the provisions of paragraph 1 of article XX of the constitution no amendment involving new obligations for member nations becomes effective until concurred in by a two-thirds majority of all members of the Conference and takes effect only on acceptance by two-thirds of the member nations and only for each member nation accepting the amendment. In other words, no new obligation for the United States can be created except upon the express acceptance of such an amendment by this Government. Paragraph 3 of House Joint Resolution 145 further makes clear that no such amendment is to be accepted on behalf of the United States under this paragraph unless the Congress by law authorizes such action.

WITNESSES HEARD AND BRIEFS FILED

Among the witnesses who appeared and testified in the committee hearings on the resolution were the Secretary of Agriculture, the Honorable Claude R. Wickard; the War Food Administrator, the Honorable Marvin Jones; Assistant Secretary of State Dean Acheson; and Surg. Gen. Thomas Parran. In addition statements were filed with the committee by the Secretary of State, the Honorable Edward R. Stettinius, and by Assistant Secretary of State William L. Clayton. Numerous organizations presented their views either through appearances or statements filed with the committee.

The record before the committee demonstrates a remarkable unanimity of opinion strongly favoring the resolution on behalf of government, farm, labor, industry, and welfare and educational organizations.

EXCERPTS FROM STATEMENTS OF WITNESSES

Secretary of Agriculture Claude R. Wickard:

"First of all, let me say that I am heartily in favor of this country's participation in the proposed Food and Agriculture Organization. * * *

"Two-thirds of the world's people get their living from food production. Two-thirds of the world's people—including great numbers of the food producers themselves—never have had enough to eat. Likewise, vast numbers of people who produce food—including many who turn out large amounts of it efficiently—have had to struggle along at or below the edge of poverty.

"The best answer begins with another question: What will be the greatest need after the war for farmers in the well-developed, highly efficient food-producing countries like our own? That need, undoubtedly, will be for profitable markets for the great volume of products they are capable of turning out. Finding such outlets must be the core of any really effective farm policy.

"Every advance in raising levels of nutrition, clothing, and housing anywhere in the world is a distinct gain for producers of food, fiber, and forest products. It is the only course that holds any real promise. In the years between the First and Second World Wars, the great agricultural producing nations tried another tack. For the most part they were much more interested in enlarging their own

shares of existing markets than in increasing total world consumption. By now everyone is heartily sick of that approach.

"The basic aim of the Food and Agriculture Organization would be to find ways of increasing the consumption of food and other agricultural products by methods that would benefit producers equally with consumers."

Secretary of State Edward R. Stettinius, Jr.:

"I look with high hope upon the results which can be achieved by the Food and Agriculture Organization, provided that the United States and the other United Nations establish it promptly and give it their full support. Great advances have been made in recent years in the science of nutrition and in methods of agricultural production and conservation, which make it possible today, for the first time in history, to produce enough of the right kinds of food for everybody. We have yet to learn, however, how to apply this new knowledge so that the fear of hunger and famine can ultimately be banished from the earth."

"I regard it as essential to the future security and well-being of the United States, as well as of the rest of the world, that we make a beginning toward this objective through the Food and Agriculture Organization. We shall not be able to attain the high levels of employment in this country which will assure to every American child the good food he needs and to every American farmer the decent living conditions which he should have if other peoples in the world are so hungry and impoverished that they cannot trade with us on a mutually profitable basis. Nor can we prevent the rise of some future dictator whose aggressions would plunge the United States and the rest of the world into another and disastrous war unless real progress is made in the next decade toward advancing the food and agricultural standards of all peoples."

The Honorable Marvin Jones, War Food Administrator:

"After studying the purposes and aims of the Food and Agriculture Organization, as set forth in its constitution, it seems to me that we could readily agree that they merit our support. I don't see personally how the people of this Nation can afford to forfeit this opportunity to join hands with the people of the other lands in this great cause. This organization—an avowed purpose of which is to promote improvements in the efficiency of production and distribution of food and agricultural products—seems to me to be worthy of our membership."

"I think it would be fine if the Food and Agriculture Organization could become the first functional organization for world security and betterment to go into operation in this war period."

IMPORTANCE OF AN EARLY START

For the first time in the history of the world the ancient hopes for enough food for all, and for adequate livings for food and forestry producers, are within the bounds of reality.

Up to now, mankind has been indifferently successful in its struggle for food. While many millions have had enough, even more millions have had too little, and many have starved. At the same time, many of the producers of farms, fisheries, and forests have eked out the barest kind of living, even in the midst of abundant production.

Recent discoveries and developments have made it possible for all people, under the right conditions, to achieve freedom from hunger, which is the first and greatest step toward freedom from want. Other developments have shown the possibility of better living levels for food and agriculture producers.

Collaboration among nations can do much to bridge the gap between what we now know how to do and what we hope to achieve. Without earnest and untiring collaboration, it will not be possible to bridge the gap. The Food and Agriculture Organization offers a means for nations to work together to bring about more abundant production everywhere, and to use that abundance for the greater welfare of producers and consumers.

The Hot Springs Conference has been called the first of the peace conferences of the Second World War. The Food and Agriculture Organization can be the first of the specialized world instruments for making the peace worth keeping.

Collaboration through a permanent Food and Agriculture Organization should be begun as soon as possible. The need for helping the war-devastated nations help themselves is pressing. Even more pressing, if possible, is the need for breaking new paths toward greater production and fuller use of food and agriculture products before the nations of the world slip back after this war into the same blind alleys into which they fell after the last world conflict.

House Joint Resolution 145 passed the House with such amendments in the form and substance published ante.

APPENDIX

DEPARTMENT OF STATE,
Washington, March 13, 1945.

The Honorable WARREN R. AUSTIN,
United States Senate, Washington, D. C.

MY DEAR SENATOR AUSTIN: At our meeting yesterday afternoon I promised to send you a comparison of the text of the constitution of the Food and Agriculture Organization as embodied in the printed first report to governments * * * by the Interim Commission on Food and Agriculture with the draft text which we discussed last spring.

In my letter of April 20, 1944, I sent to you a typewritten draft, dated April 17, 1944, which embodied the results of the informal consultations of our group with your subcommittee of the Foreign Relations Committee. As you will recall, that text made a number of major changes, both of organization and of language, in the draft as it had developed up to that time from the work of the 44 countries represented on the Interim Commission. I am happy to say that although it did necessitate the members of many governments consulting their governments about these changes, the American member was able to get acceptance of practically all of the changes suggested by your subcommittee. Inevitably, of course, in the process of getting concurrence of the technical representatives of 44 countries, some new changes were introduced and some of the modifications we suggested were not accepted. However, I believe you will find from the following account of the comparison of these two texts that every important substantive change suggested by your subcommittee was adopted and that you can correctly regard the present text as having been greatly influenced by the suggestions made by you.

There are some minor changes of drafting language (for example, the use of "member nation" instead of "member") and rearrangement of sentence structure without change of meaning with which I do not bother you. Except for these purely verbal changes, I believe the only changes worthy of comment are the following:

(In each case the reference is to the article and section as it appears in the printed version.)

1. In article I, section 2 (e) and (f) the words "the adoption of" have been inserted to indicate that in these fields the function of the FAO is limited to the initiation of policy discussions and that it does not itself get into operating considerations with respect to international commodity agreements and agricultural credits. The words "national and international" have also been added to item (e).

2. Article II, section 2, the words "all the members of" have been added to indicate that additional members may be admitted only by a vote of two-thirds of all members of the Conference and not merely two-thirds of those present and voting.

3. Article IV, section 2: Recommendations submitted to member nations for consideration may now be made only on a two-thirds vote of the Conference. Under our earlier text, a simple majority would have sufficed.

4. The language which was contained in the April 17 draft in article IV, section 7, was broken up by the Interim Commission into three separate sections (art. IV, secs. 2, 3, and 5 of the final printed text). Of these, section 3 is the one that was of greatest interest to your subcommittee, and I believe that in this form it takes care of all of the thoughts that your subcommittee expressed. It makes fully clear that conventions concerning questions relating to food and agriculture may be submitted to member nations only after having received a two-thirds majority of votes cast in the Conference and when so submitted have the status of being before the member nations for consideration with a view to acceptance by each member nation in accordance with its own constitutional procedure.

5. Article V and article VI, section 1: You will recall that we had thought it unnecessary to provide specifically for an executive committee and had thought it sufficient to provide that the Conference might in its discretion establish an executive committee and other standing committees. A substantial majority of the other members of the Commission however felt that an executive committee should be provided for specifically and accordingly this is done in article V. My understanding of our discussion last spring was that your subcommittee had no particular objection to this language but merely thought it unnecessary to spell it out in such detail. The other permissible standing committees are now provided for in article VI, section 1, without any substantive change of language.

6. In article VII, sections 2 and 3, the executive committee has been designated, along with the Conference, as having general supervision over the director-general of the organization. This simply flows logically from the preceding change.

7. In article VIII, section 4, the final phrase is new language. This somewhat dilutes the undertaking with regard to diplomatic immunities for the director general and senior staff of the organization and provides that it will be adequate to accord such staff immunities and facilities similar to those given to the staffs of other public international organizations. Although not proposed by this country, this is a particularly happy addition for us inasmuch as it enables the Congress to consider as a whole the question of what privileges and immunities it will extend to officials of international organizations rather than raising it with respect to this particular international organization.

8. In article X, section 2, the language "subject to the agreement of the government concerned" is new language.

9. Article XIII, section 2, which relates to working out arrangements between the FAO and any general international organization, such as may be expected to result from the San Francisco Conference, has been somewhat recast in language but does not, I believe, involve any change of substance, and it still provides that relations between the two organizations have to be worked out by these organizations and approved by the Food and Agriculture Organization by a two-thirds majority before they become effective.

10. In article XVIII, section 1, the proviso has been dropped that the share of no single member in the annual budget shall be more than 25 percent nor less than 0.05 percent. We kept this proviso in until the very last session of the Interim Commission on the draft constitution. The minutes of the discussion on this point are clear that there was full agreement among all the members that for all ordinary purposes it was unwise from the standpoint of the organization itself to have any single member contribute more than a quarter of its budget. A number of troublesome technicalities, however, can arise in the case of a country whose quota is at any specified maximum (in this case it would be only the United States). You will note, however, that the provision for the budget for the first year does provide 25 percent for the United States and there seems to be no reason to expect that in an organization like this in which each member has one vote, any budget will be proposed which would assess more than a quarter against any member.

11. In article XIX the original proposal had been that any member might give notice of withdrawal at any time after 5 years from the entry into effect of the constitution, such notice to take effect 2 years thereafter, that is, withdrawal could only become effective 7 years after the entry into force of the constitution.

Your subcommittee suggested that these periods should be reduced to 3 years and 1 year, respectively. In the final draft (art. XIX) agreement was finally reached on 4 years and 1 year, respectively, and in addition the period was made to run from the date of acceptance of the constitution by any member rather than by the entry into force of the constitution. The latter change makes the obligation equal for all members regardless of their date of entry whereas the former draft would have made the period shorter for additional members than for original members.

12. Article XXI, on the coming into force of the constitution, has been largely rewritten, but I believe involves no change of substance, with one exception. As now written, the Food and Agriculture Organization need not come into being automatically upon the receipt of the twentieth acceptance. It is now specified that the constitution shall come into force at the time of a signing ceremony to be arranged by the Interim Commission when not less than 20 acceptances have been received. This provides for the contingency that the first 20 acceptances might have been received from the small countries whose budgetary contributions would have been inadequate to make a going concern of the Organization. Inasmuch as 18 countries have already accepted, including the United Kingdom and China, it would appear reasonable to believe that the Organization can and will come into being very quickly after acceptance by the United States.

13. Article XXV relating to the budgetary arrangements for the first financial year has been largely rewritten but there is no change of substance.

In addition, three items have been retained in the constitution which your subcommittee suggested be dropped:

Article IV, paragraph 6, has been retained but the words "consistent with the purposes of the Organization" have been added to assure that additional functions assigned to the Organization may not broaden the purposes as set forth in the preamble.

Article XV, section 3, and article XVII, relating to determination of disagreements relating to conditions and terms of appointment of members of the staff and to the interpretation of the constitution, respectively, have been retained. Your subcommittee had suggested the possibility of dropping them as unnecessary.

Two other items deserve attention. There have been dropped from the present draft article IV, section 4, relating to the establishment of research and experimental agencies, and transitional article 4 relating to financial management. In the case of the latter, which was suggested by your subcommittee, I am able to assure you that the Interim Commission is currently drafting financial rules and regulations for the Organization to be adopted at its first conference, and that therefore the omission from the constitution of the article which related only to the period pending the adoption of such rules, will not create any gap.

Your subcommittee also suggested very considerable change in the order of articles and sections, the most important of which was to elevate to the very beginning of the constitution the articles relating to functions of the Organization. This major change and a substantial part of the others were adopted by the Commission. Inasmuch as some of the purely structural changes were not adopted, however, I attach for your ready convenience a sheet showing in parallel columns the position of the various articles and sections in the two drafts. The first three articles follow exactly the same order; the table therefore begins with article IV.

There is no doubt that your subcommittee made a substantial improvement in the draft. I should also like to take this occasion to pay tribute to the skill with which Mr. Paul Appleby, then the American member of the Commission, succeeded in negotiating all of the major changes which your subcommittee suggested.

As soon as you have had opportunity to examine this letter, I should appreciate discussing with you further the ways and means of initiating action by the Congress on the constitution of the Food and Agriculture Organization.

Sincerely yours,

DEAN ACHESON, Assistant Secretary.

DEPARTMENT OF STATE,
Washington, March 15, 1945.

The Honorable WARREN R. AUSTIN,
United States Senate.

MY DEAR SENATOR AUSTIN: At our meeting Monday afternoon, you and Senator Thomas asked me to summarize the precedents establishing the appropriateness of a joint resolution of the Congress as the means of authorizing the United States to become a member of the Food and Agriculture Organization.

As matters now stand, the first report to the governments of the United Nations by the Interim Commission on Food and Agriculture, dated August 1, 1944, recommended a constitution for the proposed organization but the constitution cannot come into force until at least 20 nations have signified acceptance. Up to now 18 countries have accepted.

In substance the constitution provides that the functions of the organization shall consist of the collection and distribution of information relating to nutrition, food, and agriculture, and the promotion and recommendation of action designed to raise standards of nutrition and to improve methods of producing and distributing food and agricultural products.

The only obligations assumed by members under the constitution are (1) to make certain reports to the organization; (2) to give certain privileges and immunities to the staff of the organization but only "insofar as it may be possible under constitutional procedure" of each member; and (3) to contribute a share of the expenses of the organization, also "subject to the requirements of constitutional procedure" of each member.

The adoption by the Congress of a joint resolution authorizing the President to accept membership for the United States and authorizing appropriations for this country's share in the organization's expenses, would be in accordance with long standing constitutional practice. Actions by the Congress extending over a period of nearly 75 years provide many direct precedents for this course.

The United States joined the Universal Postal Union by virtue of the authority granted by an act of 1872 (17 Stat. 283). An act of Congress in 1890 approved this country's membership in the Pan American Union, then known as the Commerce Bureau of the American Republics (26 Stat. 275); an act of Congress in 1921 approved our membership in the International Hydrographic Bureau (41 Stat.

1215); joint resolutions in 1924 and 1928 approved our membership in the International Statistical Bureau (43 Stat. 112), the Permanent Association of International Road Congresses (44 Stat. 112) and the American International Institute for the Protection of Childhood (45 Stat. 487). More recently in 1934 a joint resolution, authorized acceptance of membership in the International Labor Organization (48 Stat. 1182). And last year our participation in the United Nations Relief and Rehabilitation Administration was also authorized by joint resolution (Public Law 267, 78th Cong., 2d sess.).

A number of the more important cases just listed involve features so closely parallel to the FAO situation that you may be interested in these additional facts about them.

1. *Pan-American Union.*—The history of this organization is very similar to the present case. The Pan-American Union, originally known as the Commerce Bureau of the American Republics, traces its beginning to the First International Conference of American States held in 1889-90. At that Conference, a resolution was adopted recommending the establishment of a Bureau for the collection and publication of information on commerce and the laws relating to it in the several American nations. Thereafter, a committee of the Conference was instructed to prepare a detailed plan setting forth the purposes and functions of the International Bureau. This plan, when completed, was submitted to the various governments. In the case of the United States the plan was then presented to Congress by the President and the Congress, by an appropriation act, provided the necessary funds in the following terms:

"For the organization and establishment under the direction of the Secretary of State of 'the International Union of American Republics for the prompt collection and distribution of commercial information' * * *." (26 Stat. 275).

2. *International Labor Organization.*—This Organization, which has played such an important role in labor affairs during the past 25 years, is charged with functions in its field strikingly like those of the FAO in the field of nutrition and agriculture. The ILO is primarily concerned with informational activities and with formulating recommendations which are submitted to the member governments. Recognizing these functions, the joint resolution of June 19, 1934, provided—

"* * * the President is hereby authorized to accept membership for the Government of the United States of America in the International Labor Organization, which, through its general conference of representatives of its members and through its International Labor Office, collects information concerning labor throughout the world and prepares international conventions for the consideration of member governments with a view to improving conditions of labor (48 Stat. 1182)."

3. *United Nations Relief and Rehabilitation Administration.*—The UNRRA agreement and the action of Congress with respect to it has many points in common with FAO. It is especially noteworthy that the agreement also provided that the financial contribution of member governments should be subject to their constitutional requirements. The action of the United States under this provision took the form of a joint resolution which authorized appropriations for this country's participation in UNRRA.

This long series of congressional precedents in analogous cases makes it clear that a joint resolution authorizing the United States to accept membership in the FAO would be entirely in keeping with constitutional requirements.

Sincerely yours,

DEAN ACHESON,
Assistant Secretary.

BEARING OF THE CONNALLY RESOLUTION ON THE PROPOSED FOOD AND AGRICULTURE ORGANIZATION

The language of the Connally resolution is as follows:

"Resolved, That the war against all our enemies be waged until complete victory is achieved.

"That the United States cooperate with its comrades-in-arms in securing a just and honorable peace.

"That the United States, acting through its constitutional processes, join with free and sovereign nations in the establishment and maintenance of international authority with power to prevent aggression and to preserve the peace of the world.

"That the Senate recognizes the necessity of there being established at the earliest practicable date a general international organization, based on the principle of the sovereign equality of all peace-loving states, and open to membership

by all such states, large and small, for the maintenance of international peace and security.

"That, pursuant to the Constitution of the United States, any treaty made to effect the purposes of this resolution, on behalf of the Government of the United States with any other nation or any association of nations, shall be made only by and with the advice and consent of the Senate of the United States, provided two-thirds of the Senators present concur."

This resolution is directed toward the "establishment and maintenance of international authority with power to prevent aggression and to preserve the peace of the world." The Food and Agriculture Organization on the other hand has purely an advisory and research character—it is not administrative in nature. It is, however, an important step by which the member countries can pool their knowledge and experience to create by their individual actions conditions in important segments of their economies favorable to the maintenance of peace and security.

The Connally resolution provides that adherence by the United States to an international security organization should be through the constitutional processes of this country. It is believed that the suggested procedure for bringing the Food and Agriculture Organization into existence is in accord with this provision of the resolution. As the attached memorandum makes clear, the procedure is in accord with the precedent of the establishment of the Pan American Union.

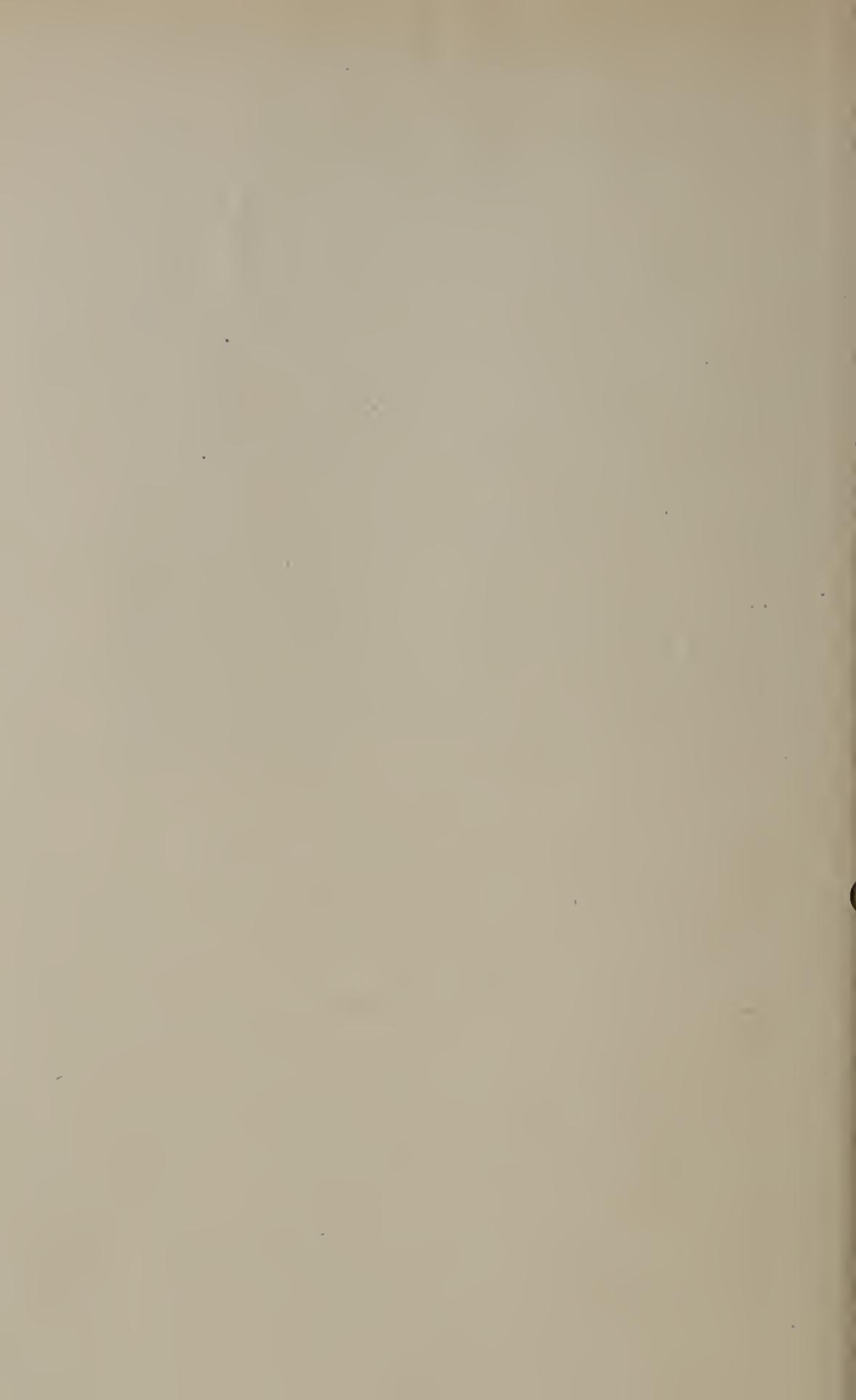
The final paragraph of the Connally resolution provides that any treaty to effect the purposes of the resolution shall be made only through the regular treaty procedure. It would not appear that the Food and Agriculture Organization, a purely research and advisory body, without international administrative functions and involving no obligations on the part of the United States except to share in the work and expenses of the Organization, requires the same procedure for establishment as that contemplated for a more formal organization for the maintenance of peace and security.

It should be noted, further, that any international conventions concerning food and agriculture which are recommended to the member countries by the Organization and which might involve obligations on the part of the members are to be ratified by the members in accordance with their respective constitutional processes and would become effective with respect to any country only after such ratification (art. X, par. 3).

Hence it would appear that the purposes of the Connally resolution, so far as they are applicable, are fully met by the procedure suggested for the Food and Agriculture Organization.



)



SENATE

8. PRICE CONTROL. Passed without amendment S. 1204, to amend the Price Control Act so as to require the Secretary of Agriculture's written approval on regulations, etc., pertaining to fish (p. 7973).
9. EXPORT-IMPORT BANK. Passed without amendment H.R. 3771, to increase the lending authority of the Export-Import Bank of Washington (pp. 7958-71, 7977, 7980).
10. INSECT CONTRL. Discussed and passed over S. 1250, to reimburse certain fruit growers for damages sustained as the result of the Federal Government's campaign to eradicate the Mediterranean fruitfly (p. 7975).
11. FOOD AND AGRICULTURE ORGANIZATION. Began debate on H.J. Res. 145, to provide for U. S. membership in the FAO (pp. 7977-81, 7981-9, 7995-7). Agreed to a resolution for the consideration of this bill (pp. 7995-6). Sen. Barkley, Ky., stated that the Secretary of Agriculture supports this measure (pp. 7984-5).
12. REGIONAL AUTHORITY. Discussed and passed over S. 1260, to amend the Bonneville Power Project Act so as to improve administrative procedures (p. 7974).
13. SURPLUS PROPERTY. Agriculture and Forestry Committee reported without amendment S. 1224, to amend the Surplus Property Act so as to "grant former owners of real property acquired by the Government after December 31, 1929, the first priority to repurchase such property when it is declared surplus by the Government" (S. Rept. 505). This bill was referred to the Military Affairs Committee. (p. 7956.)
14. FOOD SUPPLY. Sen. Morese, Oreg., and others discussed the Oreg. lamb situation (p. 7989-95).
15. FOOD PRODUCTION. Sen. Guffey, Pa., commended the war-food-production program (pp. 7971-2).
16. FULL-EMPLOYMENT BUDGET. Sen. Wagner, N.Y., inserted former Secretary Morganthau's report favoring S. 380, the full-employment bill (pp. 7955-6).
17. PERSONNEL CEILINGS. Received this Department's estimate of personnel requirements for the quarter ending June 30, 1945. To Civil Service Committee. (p. 7956).
18. PUBLIC LANDS. Public Lands and Surveys Committee reported without amendment H.R. 2613, to authorize the War Food Administrator or the Secretary of Agriculture to adjust boundary disputes by settling claims to certain so-called Sebastian Martin grant lands in N. Mex. (S.Rep.504 (p. 7956).
Passed without amendment H.R. 2285, to authorize the Secretary of Agriculture to convey certain U.S. lands to Springfield Township, Montgomery County, Pa., for highway and for ornamental park purposes (p. 7972). This bill will now be sent to the President.
19. ROADS. Passed without amendment H.R. 169, to continue the provisions of Sec. 8 (relating to access roads) of the Federal Highway Act, as amended, Public 146, 78th Cong., until Jan. 1, 1947 (p. 7972). This bill will now be sent to the President.

OFFICE OF BUDGET AND FINANCE
Legislative Reports and Service Section

79th-1st, No. 145

DIGEST OF PROCEEDINGS OF CONGRESS OF INTEREST TO THE DEPARTMENT OF AGRICULTURE
(Issued July 21, 1945, for actions of Friday, July 20, 1945)

'For staff of the Department only)

CONTENTS

Appropriations.....	25, 31	Food supply.....	4, 14, 28, 29	Price control.....	8, 29
Assistant Secretary		Foreign affairs.....	4, 11	Regional authority.....	12
of Labor.....	22	Forestry.....	30	Research.....	6, 20
Banking and Currency...	2, 9	Imports.....	21	Roads.....	19
Budgeting.....	16	Insect control.....	10	Subsidies.....	1, 23
C.C.C.....	1.	Lands, public.....	18	Surplus property.....	13
Employment.....	16	Nutrition.....	26	Taxation.....	5, 21
Food distribution.....	3	Patents.....	7	Transportation.....	19, 27
	...28, 29, 23	Personnel.....	17	Veterans.....	29, 30
Food production.....	1, 14, 15, 23				

HIGHLIGHTS: House passed and sent to the President the bill transferring certain RFC subsidies to CCC. Senate passed and sent to the President the bill increasing Export-Import Bank's lending authority. Senate passed bill requiring Sec. of Agriculture's written approval on fish regulations. Rep. Latham criticized export of rationed foods. Senate began debate on U.S. FAO-membership measure.

HOUSE

1. C.C.C. SUBSIDIES. Passed without amendment S. 1270, providing for transfer of RFC subsidy-payment programs for meat, flour, and butter to CCC in order that "the subsidies, instead of being paid to the processor, shall be true production subsidies and shall be paid to the producer" (pp. 8004-8). This bill will now be sent to the President.
2. BRETON WOODS AGREEMENTS. Concurred in the Senate amendments to H.R. 3314, providing for U.S. participation in the International Monetary Fund and the International Bank for Reconstruction and Reconversion (p. 8003). This bill will now be sent to the President.
3. SUGAR DISTRIBUTION. Rep. Flood, Pa., criticized "discrimination" in the distribution of sugar for canning purposes (p. 8009).
4. FOOD SUPPLY. Rep. Latham, N.Y., criticized the "unlimited and uncontrolled" shipments of foodstuffs (including rationed commodities) point free to Europeans and urged that the Secretary of Agriculture "put an immediate stop to this practice" (pp. 8018-9).
5. TAXATION; RECONVERSION. Concurred in the Senate amendment to H.R. 3633, the tax bill to facilitate reconversion (pp. 8003-4). This bill will now be sent to the President.
6. RESEARCH. Rep. Randolph, W.Va., urged favorable consideration of his bill H.R. 3860 and S. 1285 by Sen. Magnuson, Wash., to provide for the formulation of a scientific research program (p. 8009).
7. PATENTS Committee reported without amendment H.R. 3756, to require the recording of agreements relating to patents (H.Rept. 932) and H.R. 3757, to provide for public registering of patents available for licensing (H.Rept. 933) (p. 8021).

purpose, in order that there may be a sufficient supply of coal to meet the demands during the coming winter for coal for war purposes and for domestic purposes. It seems to me that situation emphasizes the importance of this proposed legislation and takes it out of the category of legislation relative to occupations in other industries where there is a shortage which is not comparable to the shortage in the coal industry.

Mr. REVERCOME. Mr. President, I am glad to hear the majority leader make that statement, and I concur in it. It is a known fact that the coal-mining industry is an unusual one. A man who is to be a coal miner must almost be raised in the mines. He must know his work.

This measure would take, by means of furlough, from those serving in the armed forces and now within this country, only men who have worked in the mines and who wish to go back there and work, and who will work in the mines during the time of their furloughs.

Adoption of the concurrent resolution is requested because we face a national emergency situation which must be met or else we will suffer nationally.

I hope the Senator from South Dakota will not insist on his objection, and I hope we may proceed to consider and to adopt the concurrent resolution which, as I have said, is but a request. I was informed only a few moments ago that its adoption is urged by one who knows this situation and who apprehends what lies ahead. We should let the furloughing of the 10,000 men who are all ready for discharge under the point system be expedited so that they may return at once, so that those men, who are to be used as miners, may go on furlough and may, by working in the mines, produce the coal needed by this country.

We are asking that that be done. Of course, if it cannot be done, if the War Department says that their use in the way requested will not fit into the plan for conducting the war, the War Department will not need to comply with the request. The War Department would not be commanded to do so; it would not be directed or ordered by law to do so. But the country needs the services of these men in the mines and needs them now. That is, indeed, the greatest service for national good that these men may be called upon to perform.

Mr. President, I hope the concurrent resolution will be adopted.

Mr. GURNEY. I should like to make one further statement. It is simply impossible for me to agree that the concurrent resolution be adopted. In fact, the matter is so serious that I would wish to have a yea-and-nay vote on it. We have not heard from the other interested party affected by the measure. The Secretary of the Interior says he needs the men for coal mining. I should like to call up the Secretary of Agriculture and find out whether men are needed on the farms. I should like to ask Mr. Ickes whether he needs men in the lumber camps, and I should like to

ask a few others whether they think men are needed elsewhere.

However, the group which has been left entirely out of consideration are the military forces who would be so vitally affected. While the concurrent resolution merely provides that the War Department be urged to do these things, still it is rather hard for the Military Establishment to get around a request by the Congress.

Therefore, Mr. President, I repeat my objection.

The PRESIDENT pro tempore. Objection being heard, the concurrent resolution will be passed over.

Mr. BARKLEY. That completes the calendar.

The PRESIDENT pro tempore. The Chair desires to state that the short form by which the measures on the calendar were passed was used because practically all of them are claims bills. For that reason the short form was used.

REFERENCE OF MISSOURI VALLEY AUTHORITY BILL—RESOLUTION INDEFINITELY POSTPONED

Mr. BARKLEY. Mr. President, I move that the Senate proceed to consider House Joint Resolution 145, Calendar No. 353.

Mr. McCARRAN. Mr. President, before the Senator makes that motion, will he yield to me, so that I may make a motion regarding a resolution on the calendar which I desire to have removed from the calendar?

Mr. BARKLEY. I yield for that purpose.

Mr. McCARRAN. I refer to Senate Resolution 93, which is found on the calendar under the heading "Subjects on the table." Adoption of that resolution has now become unnecessary, because by agreement the bill affected by the resolution was referred to the Committee on Irrigation and Reclamation.

Therefore, Mr. President, I move that Senate Resolution 93 be indefinitely postponed.

The PRESIDENT pro tempore. The question is on agreeing to the motion of the Senator from Nevada.

The motion was agreed to.

NOTICE OF CONSIDERATION OF PUBLIC AIRPORTS BILL

Mr. McCARRAN. Mr. President, will the Senator from Kentucky yield to me, so that I may make a statement with regard to Senate Bill 2, Calendar No. 220?

Mr. BARKLEY. That measure was not called during today's call of the calendar.

Mr. McCARRAN. That is correct; it was not.

The PRESIDENT pro tempore. The call of the calendar commenced with Calendar No. 450.

Mr. McCARRAN. I merely asked the Senator from Kentucky to yield to me so that I might make a statement regarding the bill.

Mr. President, I refer to Senate Bill No. 2, the so-called airport bill. I wish the Senate to know that as soon as possible after the Senate reconvenes following the approaching recess, the Senator in charge of the bill will attempt to

have it brought before the Senate for consideration.

APPLICATION OF PROVISIONS OF EXPORT-IMPORT BANK BILL TO THE PHILIPPINES

Mr. TYDINGS. Mr. President, will the Senator from Kentucky yield to me before he makes his motion, so that I may make a statement?

Mr. BARKLEY. I yield.

Mr. TYDINGS. A while ago the Senate passed the Export-Import Bank bill. While the bill was pending before the Senate it was brought out that perhaps the Philippine Islands would not be entitled to participate with other foreign nations in receiving the benefit of the bill. It was suggested that an amendment to the bill including the Philippine Islands be adopted. Because the adoption of such an amendment would have taken the bill to conference and would thus perhaps delay or kill the whole legislation, the Senator from Maryland did not offer the amendment, but on this subject he would like to offer a concurrent resolution and call for its immediate consideration. I believe it would bring on no debate. It would correct the situation referred to, so that when the bill is finally enacted the desired result relative to the Philippine Islands may be obtained.

Mr. BARKLEY. Mr. President, it is likely that the Senate will be in session practically all afternoon. The measure for which I am about to move consideration by the Senate has been on the calendar for some time, and farmers and farm groups in the United States are interested in having action taken on it. I think we should proceed to its consideration now.

MEMBERSHIP OF THE UNITED STATES IN THE FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS

The PRESIDENT pro tempore. Does the Senator from Kentucky make his motion at this time?

Mr. BARKLEY. Mr. President, I therefore move that the Senate proceed to the consideration of Calendar No. 353, House Joint Resolution 145, providing for membership of the United States in the Food and Agriculture Organization of the United Nations. The joint resolution has been reported from the committee without amendment.

The PRESIDENT pro tempore. The question is on agreeing to the motion of the Senator from Kentucky.

Mr. REVERCOME. Mr. President, I find myself compelled to object to adoption of the motion to proceed to the consideration of the measure at this time because it deals with one of the arrangements by which this country would enter into another international compact. The measure would be so far-reaching in its effect on the people of this country, particularly those engaged in agriculture, that I think it should be given most careful and extended consideration.

In order that the Senate may know what passage of the joint resolution would mean, I desire to call attention to a conference which was held at Hot Springs, Va. Some Members of the Sen-

ate will remember it, and, of course, it has heretofore been referred to. In the month of May 1943 the representatives of approximately 20 nations met at Hot Springs, Va., in what was known as a United Nations Conference on Food and Agriculture. Many Senators will recall that it was a very secret and guarded conference. At that time the press announced to the people of this country that the reporters and other representatives of the press were not allowed to go near those meetings. The sessions were held behind closed doors. Soldiers were stationed on the grounds of the hotel in which the meeting was being held.

Out of that meeting came what is known as the Final Act and Section Reports of the United Nations Conference on Food and Agriculture. I wish to invite the attention of the Senate, and particularly of those Senators who are interested in agriculture and come from agricultural States, to some of the provisions and recommendations which are contained in the report.

On page 23 of the report I find in section XXII the following:

Occupational adjustments in rural populations. The United Nations Conference on Food and Agriculture—

Mr. LANGER. Mr. President, from what page of the report is the Senator reading?

Mr. REVERCOMB. From page 23.

Mr. LANGER. In the copy which I hold before me there is no page 23.

Mr. REVERCOMB. The Senator must be reading from a different copy because I am reading from page 23 of the report which I have before me.

Mr. AUSTIN. Mr. President, will the Senator yield?

Mr. REVERCOMB. I yield.

Mr. AUSTIN. I invite attention of the Senator from West Virginia to the fact that the report which he has before him is not accurate, and does not reflect what is now before the Senate. The report which the Senator has before him relates merely to the beginning of the negotiations which were ultimately submitted to 44 separate countries, and subsequently came back in a quite different form. If the Senator wishes to address himself to the matter before him, he will find Report No. 353, accompanying House Joint Resolution 145, relates to the matter now before the Senate. The report which the Senator has before him has been greatly changed.

Mr. REVERCOMB. Mr. President, I of course want to speak to the subject matter before the Senate. The issue which is before us grew out of what occurred on the occasion to which I have referred, and I am speaking of the recommendations which were signed by the representatives of the countries which were represented at the Conference, including representatives of the United States of America. When one reads the recommendations upon which this action was taken, and which was signed by the representatives of this country, one feels as I do, and is shocked and surprised.

Mr. BUSHFIELD. I invite the Senator's attention to the joint resolution which is the subject of the motion now before the Senate. The resolution reads:

That the President is hereby authorized to accept membership for the United States in the Food and Agriculture Organization of the United Nations, the constitution of which is set forth in appendix 1 of the First Report of the Governments of the United Nations.

Evidently that is the report to which the Senator is referring.

Mr. REVERCOMB. No; I believe that the report which is referred to in the joint resolution came later. It was made in August 1944. I am referring to the first report, which is entitled, "Final Act and Election Reports of the United Nations Conference on Food and Agriculture." It was the preliminary step taken prior to the final so-called constitution which was written at a later date, and to which I assume the able Senator from Vermont has referred.

I read from page 23 of the report. This is the final act which came from the United Nations Conference on Food and Agriculture held at Hot Springs, Va.:

SECTION XXII. OCCUPATIONAL ADJUSTMENTS IN RURAL POPULATIONS

The United Nations Conference on Food and Agriculture recommend—

And I repeat that the representatives of our Government recommended this, together with the representatives of the other nations who were represented at the Conference—

1. That, in order to effect the necessary occupational adjustments in agricultural populations:

(a) Agricultural efficiency should be improved and new lands brought under cultivation wherever possible.

(b) Areas which have a large agricultural population in relation to their agricultural resources should:

(I) Develop industries suitable to the area, particularly for the processing and preserving of the agricultural produce of the country, and, where feasible, for the manufacture of machinery, fertilizer, and equipment needed for agriculture;

(II) Be encouraged wherever it is economically sound to supply processed articles instead of the raw product, and in particular to take advantage of any reductions of trade barriers in the importing countries;

(III) Be assisted in securing capital for the development of industrial and transportation facilities and for the development of export outlets for processed products;

(IV) Be assisted in securing facilities for the importation of machinery and tools where such are necessary;

(V) Be assisted in securing and training technical personnel;

(VI) Undertake programs of public works and, where necessary, be assisted in securing technical advice and access to capital;

(VII) Develop sources of employment of public and private services;

Down to that point—

Mr. AUSTIN. Mr. President, will the Senator yield at that point?

Mr. REVERCOMB. I will yield in a moment. Down to that point I have read recommendations which are probably very laudable, but I shall continue to read something else which I wish to call to the attention of the Senate. Before doing so, however, I yield to the Senator from Vermont.

Mr. AUSTIN. I ask the Senator to point out where, in the constitution of this organization, there is anything like what the Senator has been reading.

Mr. REVERCOMB. Whatever may be contained in the constitution, or whatever may be the power that was placed in it, what I have read reveals better than anything else which could be read before the Senate, the intent and purpose of the actors under the constitution.

I continue to read the recommendations:

(c) Where agricultural settlements are possible, appropriate steps should be taken to facilitate the movement of people from overmanned agricultural areas.

That is a part of the recommendations. I repeat:

Where agricultural settlements are possible, appropriate steps should be taken to facilitate the movement of people from overmanned agricultural areas.

What I have read is a recommendation to transfer people from one area to another, taking them from overmanned agricultural areas. Of course, we will not find anything like that written into the constitution. What I have read is only a declaration of the purposes and objects of those who brought the constitution into being.

Mr. BUSHFIELD. Mr. President, will the Senator yield?

Mr. REVERCOMB. I will yield in a moment.

If I read the language correctly, it means that if those who are given authority under the constitution of the United Nations Organization on food find that there is an overmanned agricultural area in some section of the country, appropriate steps may be taken to facilitate the movement of people from it. Have we to come to the point in this country where we will subscribe to an organization which will direct the movement of people engaged in agricultural work from an overmanned area to another area? I hope not.

I now yield to the Senator from South Dakota.

Mr. BUSHFIELD. Let me ask the Senator, who is to decide when Jones and Smith and others in a community are overmanning the community and should remove to some other country?

Mr. REVERCOMB. I take it the organization set up under the United Nations food constitution will decide that. This is the declared purpose of the people who brought into being the constitution which we are asked to subscribe to at this time.

Mr. President, I discuss this question at some length because I feel that perhaps none of us has given the thought and time to this important question which should be given to it. Not until a short time ago today did I know that the joint resolution would be called up for consideration on the floor of the Senate today, and I hope its consideration will be delayed so that we may all give some thought to it.

I wish to proceed now to read from the recommendation.

Mr. BARKLEY. Mr. President, will the Senator yield?

Mr. REVERCOMB. I yield.

Mr. BARKLEY. This joint resolution was called on the calendar weeks ago, and its consideration was postponed on account of the fact that the Senator from Vermont, who had made the re-

port, was temporarily absent from the city. It was again called, and, as I remember, the Senator from West Virginia objected to its consideration under the call. Therefore the Senator has known since the 11th of June that the measure was on the calendar, and that if it could not be considered on the call of the calendar a motion would be made to take it up on its own merits; and that is what we are doing now.

Mr. REVERCOMB. Mr. President, I knew that the joint resolution was on the calendar. I knew that it was passed over on the call of the calendar for consideration of measures by unanimous consent. I objected to its consideration and passing on a consent call. But I did not know this matter was to be called up especially today until a very short time ago.

Let me read further. Here is a recommendation, and I call this particularly to the attention of those who are from agricultural communities.

In order to help in intranational and international migration where these are feasible—

I read the language again.

In order to help in intranational—

That is, within the country, from State to State—and international migration—

That is, from country to country—where these are feasible—

It is recommended that—

(I) Occupational training should be provided;

(II) Labor bureaus should be set up where necessary—

What such labor bureaus are to do I am not informed, but apparently the labor bureaus are set up to bring about migration from country to country under this United Nations Organization.

Mr. YOUNG. Mr. President, will the Senator from West Virginia yield?

Mr. REVERCOMB. I yield.

Mr. YOUNG. If we follow out the ideas behind the trade agreements and give away the American farm markets to foreigners, I think it is entirely reasonable to assume that of course we will have to transport the farmers of America to the cities or perhaps to other countries.

Mr. REVERCOMB. I think the point is well made, but the agreements to which the able Senator refers have become law under vote of a majority of the Congress.

I hope a mistake will not be made, and I hope the Senate will not agree to put into effect a constitution which arose out of and was based upon the principles and expressions contained in this report signed by the representatives of the United States.

I proceed:

in order to help in intranational and international migration where these are feasible.

(III) Transportation, communication, housing, sanitation, health, and other public facilities necessary to effective settlement should be provided by the country receiving the migrants.

Mr. President, what country will be paying for the transportation, the communication, the housing, the sanitation, and the health and other public facil-

ties? It will be the United States of America, because this is the only country to which people wish to come. Are we going to place ourselves in the position of endorsing at this time a plan to foster migration to the United States for agricultural purposes, and to pay for the transportation? It is to be paid for by the country receiving the migrants.

(IV) Steps should be taken to provide for the economic security of the migrants.

We are not only going to bring them into this country—and there is no limit placed upon the number; thousands are to be brought here for agricultural purposes, and we are to pay their way here—but in addition we are to take steps to assure to them economic security in America.

Oh, the argument is made, "No, this is not written into the constitution to which we are asked to subscribe today." Of course it is not. We do not put provisions of that kind in a constitution. But this is the action out of which that constitution arose, and this is the report and the language and the intent of the persons who brought into being that constitution.

Mr. BUTLER. Mr. President, will the Senator yield?

Mr. REVERCOMB. I yield.

Mr. BUTLER. I should like to ask the Senator from West Virginia whether it would not appear more practical for us to give serious consideration to the return and the care of our own citizens who are now in foreign countries fighting the battles of the world, getting them re-established here, before we undertake to bring in myriads from other countries.

Mr. REVERCOMB. Of course, there can be no doubt in my mind about that. I think the Senator from Nebraska is exactly right, and I am glad he brought up the point at this time.

How can we here in this country subscribe to a constitution based upon this idea of migration into this country of people from other lands, when we have out of our own land several million boys to be brought back, to be cared for, and to make their way and their living in a peaceful world in their own country?

Let us proceed. This is a further recommendation.

(e) Where emigration is possible, an international organization should support arrangements to provide adequate safeguards for the settlers and for the countries concerned, and to facilitate the movement through other appropriate means.

Can there be any doubt about the meaning of that language or the purpose of those who subscribe to it? In this tide of great international feeling which has swept over the world and has swept over us, have we reached the time when we are to subscribe to a plan of international migration, of moving people from other countries into our own farming sections by an agreement under which we enter into an agricultural organization for the world? Have we reached the point in America when we are to set up any organization which may extend into any State or any farming community and say, "You are too thickly settled here. We are going to move you somewhere else"? There is another country that

has done that in the past, and we understand they are moving whole communities today, but I hope that will not happen in America, and I hope we will not subscribe to any plan based upon the idea of bringing about that kind of thing.

In some of the discussions upon the agreements we have not had the benefit of declared purpose and of declared intent. We have reasoned and we have drawn our conclusions as to what might happen under circumstances which exist. But, ah, Mr. President, we have the written, signed word of those responsible for bringing into being this United Nations food constitution, saying what they intend to do.

There is no argument, I say, in the claim that that language does not appear in the constitution. The countries which signed the constitution subscribed to the language I have read to the Senate today.

So, Mr. President, upon the motion to consider the bill I hope that the Senate will not vote to consider this important matter. I can go no further at this time than to point out the report of the representatives of the several nations upon which this constitution is based; and I say that if we subscribe to the constitution at this time we will do so without a proper consideration of the matter; we will do so with the facts called to our attention that the constitution was written after a preliminary conference at Hot Springs, Va., at which the delegates stated that they favored the migration under a world organization of people from one country to another.

Mr. WILEY. Mr. President, will the Senator yield?

Mr. REVERCOMB. I yield.

Mr. WILEY. I have listened to the comments of the Senator from West Virginia. This matter came up in the Foreign Relations Committee. I should like to call the Senator's attention to article IV, on page 34 of House Document 128. The matter was presented in a rather hurried manner to the Foreign Relations Committee.

Article IV—Functions of the Conference—is as follows:

The Conference may, by a two-thirds majority of the votes cast, make recommendations concerning questions relating to food and agriculture to be submitted to member nations for consideration with a view to implementation by national action.

I also read paragraph 3, as follows:

3. The Conference may, by a two-thirds majority of the votes cast, submit conventions concerning questions relating to food and agriculture to member nations for consideration with a view to their acceptance by the appropriate constitutional procedure.

Having in mind the particularly important fact that it is the function of this organization when they arrive at any conclusion to submit it to each government, or, as it is stated here, to "appropriate constitutional procedure," I should like to have the distinguished Senator comment so I can see whether I am mistaken in my conclusion as to the power of this organization.

Mr. REVERCOMB. I would say that of course a two-thirds majority under the provisions referred to by the Senator from Wisconsin would be sufficient to submit the question, and it would only be acted upon, according to these provisions, by the member countries. I am not sufficiently advised about this constitution to discuss at length the particular provision referred to along with the other provisions. That is one reason I say we ought to have more time to consider this proposed legislation and not have it called up at this time. It is too important.

Mr. WILEY. Mr. President, will the Senator again yield?

Mr. REVERCOMB. I yield.

Mr. WILEY. I agree fully with the conclusion that there should be an exhaustive discussion of the subject. However, if we can agree on what I think is the very basis of the difference between apparently the Senator's understanding and mine—if we can agree that no action can be taken by this organization until there has been constitutional agreement by each member government, then it seems to me that much of the fear which the Senator has expressed would disappear.

Mr. REVERCOMB. I wonder if the fear would disappear. In view of the fact that the representatives of our own Government, in a conference prior to the writing of this constitution, declared the things I have read today to the Senate. The document from which I have read is not in the hands of Senators. I obtained it from the State Department. I would say that few individuals have seen it. It is the report the preliminary sessions of the various nations before they brought forth the proposed constitution.

The able Senator from Wisconsin says it would be entirely safe under the provisions read by him, if upon two-thirds vote they would submit their recommendations for action to the respective member nations. I say it would not be safe if the member nations are going to take the course set forth in this report of the United Nations conference on food and agriculture held at Hot Springs, Va.

But be that as it may, let me say to the Senator from Wisconsin that what I am speaking against today is the immediate consideration of the proposed legislation. I think it is too important, I think it is too involved, I think there is too much to it to proceed at once without a proper study of it, and for that reason I am asking the majority leader not to insist upon consideration of the joint resolution today, but if he desires to fix a day certain when we may be ready to go into this important subject, very well.

I have detailed the provisions of this report because I wish to have Members of the Senate know what was behind this constitution, and what brought it about. What do the countries which have written it and submitted it to us think, and what did their representatives think and believe in before that constitution was written? I have read what they believed with respect to the migration into this country of foreign agricultural labor. There are many other things in the re-

port which ought to be studied and read, and I hope that in the course of time they may be brought to the attention of the Senate. At this time I urge the majority leader not to insist upon proceeding with this important piece of legislation, but to fix a day certain or a time certain when we may proceed to consider it with full knowledge of the cause which is before us.

Mr. AIKEN. Mr. President, will the Senator yield?

Mr. REVERCOMB. I yield.

Mr. AIKEN. Can the Senator from West Virginia tell us what powers are proposed to be granted to the Agricultural Organization of the United Nations which were not held by the International Institute for Agriculture, if that is the correct name?

Mr. REVERCOMB. I am not prepared to draw a distinction between the two sets of powers.

Mr. AIKEN. It is my recollection that in both instances there was only power to ascertain facts and make recommendations.

Mr. AUSTIN. Mr. President, will the Senator yield?

Mr. REVERCOMB. I yield.

Mr. AUSTIN. I can quickly call the attention of my colleague to the evidence which answers his question. On page 31 of the House hearings appears the following in the testimony of Mr. Acheson:

What will undoubtedly happen to the Rome Institute will be that it will be absorbed into this new organization. The Rome Institute was a pioneer in this field; it dealt solely with agriculture and did not deal with the aspect of foods and nutrition.

That is the difference between the two.

The Rome Institute has its office, as you know, in Rome. During the war it became entirely a captive of the Axis. It has practically no set-up at the present time; it has a small staff, a few people, and it has a library. That is about the only asset it has.

If the Rome Institute is to go out of existence, the proposed Food and Agriculture Organization is to gather together the information and place it in the right spots to insure greater production, greater consumption, and a balancing of consumption and production. There is also a health aspect in this procedure to which I shall call attention if I have an opportunity.

Mr. AIKEN. Is the proposed organization to be granted powers in the broader field in which it will work, as compared with the International Institute of Agriculture, whose function was strictly agricultural?

Mr. AUSTIN. I think probably it would have greater powers; but there are no such powers as those mentioned by the distinguished Senator from West Virginia. He is talking about an entirely different subject, and not this subject.

Mr. REVERCOMB. Does the Senator from Vermont mean to say that the United Nations Conference on Food and Agriculture, held at Hot Springs, Va., was not the forerunner of this constitution?

Mr. AUSTIN. Yes; but there was a great difference between the fact of

holding that meeting and what the meeting ultimately did.

Mr. REVERCOMB. I will give the Senator the exact time. The United Nations Conference on Food and Agriculture was held at Hot Springs May 18 to June 3, 1943, whereas this constitution was adopted at a meeting held in August 1944, as I recall.

Mr. AUSTIN. No. This constitution is the product of work which followed the date which the Senator has last mentioned, and ultimately came into its present form near the date of the letter published in this report, which is March 13, 1945.

Mr. REVERCOMB. Let me say to the Senator from Vermont that I shall read from the joint resolution which is under discussion. This is the language of the joint resolution itself:

That the President is hereby authorized to accept membership for the United States in the Food and Agriculture Organization of the United Nations—hereinafter referred to as the "Organization"—the constitution of which is set forth in appendix I of the first report to the Governments of the United Nations by the Interim Commission on Food and Agriculture, dated August 1, 1944.

Mr. AUSTIN. Yes, indeed; but that is not the language of the constitution as it was submitted with this report. That is a mere identification. It does not undertake to state the terms of the constitution. But even the constitution to which the Senator now refers did not refer to the subjects and powers about which he is making his address. That is a wholly different matter.

Mr. REVERCOMB. I do not agree that it is extraneous matter. I no more agree that it is extraneous matter to the constitution of the United Nations on food than I agree that the notes in connection with the Constitutional Convention are extraneous to the Constitution of the United States. They throw light on the intent and meaning. The same parties or the same nations were there represented. The same governments took part. They declared what their intention was as to migration. They declared their intent, and recommended that migration be fostered among the several nations, and that the receiving nations pay the way of the migrants and make them secure after their arrival.

Let me say further that if that does not throw light on the intent of those who entered into this agreement, nothing in the world could. The two occurrences were a little more than a year apart. The first was a preliminary meeting for the purpose of beginning the organization, and the second was a meeting at which the constitution was brought forth.

I have brought up this question at this time to point out to the Senate the vast importance of the subject which is suddenly thrust upon us. I say "suddenly thrust upon us." It is true that the joint resolution has been on the calendar, but little notice was given that it would be called up today. I charge no one with wrong in that connection. I do not charge that anyone was mistreated.

We are all concerned with this important question, and I think we ought to have more time to consider it. I urge the majority leader to fix a time certain, to which we may direct our work from now

on, so as to be prepared to discuss the subject fully.

The Senator from Vermont says that the report which I have read, and which I obtained from the State Department, has no relation to the constitution. I cannot agree with that statement. I think it sheds light on the very purpose of the organization. It shows the declared recommendations of the nations which wish to subscribe to the constitution.

The report from Hot Springs on the immigration question is signed by the representatives of the United States. Naturally, details are not written into a constitution; but the same nations and, so far as I know, the same governments, as then constituted, which made this report from Hot Springs in 1943, brought into being the constitution on the same subject in 1944. I know of nothing which would throw greater light on the intent than the recommendations of those who brought forth the constitution itself.

Mr. WILEY. Mr. President, will the Senator yield?

Mr. REVERCOMB. I yield.

Mr. WILEY. I believe that the subject is one which must have clarification, and I join in the request of the distinguished Senator that we have time to consider it.

However, I feel that what he read in relation to immigration is something with which the world is seriously concerned. In 1939 it was my privilege to represent this Government at the Inter-parliamentary Union at Oslo, Norway. At that time it was my privilege to meet a Mr. Nansen, the son of Fridjof Nansen. Fridjof Nansen, the famous Norwegian explorer, was one of the great leaders in the League of Nations. His son took over his job. After the last World War, 10,000,000 Europeans were displaced, and the nations got together and formed an organization. I do not know the name of it, but I know that Fridjof Nansen, Sr., was active in that organization, and after he died his son became the head of the organization. The purpose of the organization was to find homes for the millions who were displaced by the war.

Of course, I could not agree to any organization which would attempt to take away from the Congress of the United States its constitutional powers with respect to immigration. However, I feel that just as the situation to which I have referred was a result of the First World War, we now have millions more in the same situation.

If we are to try to solve the problems of the world, we cannot ignore this problem. However, I do not think the solution of it is to be found in opening the gates of America to a large immigration. I believe that there are places on the earth where great masses of Europeans could be cared for. We have in our laps the great Palestine problem. There are overpopulated areas in Europe. There is to be a change in the boundaries between Poland and Russia, and between Poland and Germany. There are other things which will cause great changes and a tremendous migration.

Looking at the matter charitably, it seems to me, judging from what the Senator has read, that he might say

that the conference had in mind taking up consideration of that matter. But I do not find anything like that in the present constitution which was submitted to the Committee on Foreign Relations. I wish to make it clear that there is nothing in the measure which gives power to this organization. All it can do is recommend to the Congress of the United States what it thinks are appropriate steps to be taken in view of all the factors which it can consider.

I thank the Senator for yielding to me.

Mr. REVERCOMB. Mr. President, I thank the Senator for his remarks. Of course, his views regarding immigration into this country are thoroughly in accord with my own. I am entirely against letting down the bars regarding immigration, particularly when so many of our men have left this country during the war and must return here to live when the war is over. I am thoroughly in accord with the Senator's view of that situation.

My point of view is that to call up this important question now, when we have just finished dealing with other important legislation to which we have given our whole attention for a considerable length of time, would not be the proper procedure. I think we are unable to give it the attention it requires in the time now at our disposal. I urge that a little time be given to study this important constitution, for we are supposed to subscribe to a new constitution of the United Nations relative to food and agriculture. I cannot think of anything more important to this country or anything which would require more study on the part of the Senate.

I now urge the distinguished senior Senator from Kentucky [Mr. BARKLEY], the majority leader, to give all of us more time to consider this question.

APPLICATION OF PROVISIONS OF EXPORT-IMPORT BANK BILL TO THE PHILIPPINES

During the course of Mr. REVERCOMB's remarks,

Mr. TYDINGS. Mr. President, will the Senator yield?

Mr. REVERCOMB. I yield.

Mr. TYDINGS. I ask the Senator's pardon for interrupting his address, but the Export-Import Bank bill passed by the Senate earlier today may be in the process of enrollment, and if the concurrent resolution which I hold in my hand is not quickly acted on it would be of no value, even if Congress were to adopt it. As was brought out by the Senator from Ohio and the Senator from Michigan in discussing the bill earlier today, the Philippine Islands were left out of the scope of the Export-Import Bank. The bill has gone to the House and I am afraid, unless action is taken immediately, it will be enrolled before the correction I propose is made.

Mr. REVERCOMB. Does the Senator wish to proceed with the concurrent resolution he speaks of?

Mr. TYDINGS. I should like to ask unanimous consent to have a correction made in the Export-Import Bank bill, simply to have the Philippine Islands included in the scope of the bill which was passed earlier today. I do not think any

Senator is opposed to it. If the proposal should result in debate I will withdraw it immediately.

Mr. REVERCOMB. I am glad to yield to the Senator for the purpose he has in mind, with the understanding that the present procedure may be transposed, so as not to appear in the midst of the discussion which has been taking place.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. BARKLEY. Mr. President, I wish to make a statement. It is a little unusual to instruct the enrolling clerks of the two Houses by way of correction to put something in a bill which was not in the bill as it passed either House and was not intended to be in the bill. We frequently instruct the enrolling clerks to put something in a bill that was left out by oversight. That is not the case in this matter. No effort was made to get this provision into the bill in the House or the Senate, and it is not by way of correction, because the bill as it is now, in process of or ready for enrollment, is not incorrect. There is no error committed in the enrollment.

I am not going to object, but I want it distinctly understood that it is an unusual thing to amend a bill by way of correcting the enrollment when neither House considered the item or acted upon it. With the understanding that it establishes no precedent, Mr. President, in that regard I shall not object.

Mr. WHITE. I simply want to echo what the Senator from Kentucky has said. I think it does establish a precedent, and, I think, an unhappy one, but I am not going to object.

Mr. TYDINGS. Mr. President, I want to reecho what both Senators have said, and I hope what is proposed to be done will not establish a precedent. I hope the concurrent resolution will be adopted.

The PRESIDENT pro tempore. The concurrent resolution will be read for the information of the Senate.

The Chief Clerk read the concurrent resolution (S. Con. Res. 23), as follows:

Resolved by the Senate (the House of Representatives concurring), That the Clerk of the House, in the enrollment of the bill (H. R. 3771) to provide for increasing the lending authority of the Export-Import Bank of Washington, and for other purposes, is authorized and directed, on page 2, line 8, after the word "country" to insert the following: "(or the Philippine Islands)."'

The PRESIDING OFFICER. Is there objection to the present consideration of the concurrent resolution?

There being no objection, the concurrent resolution was considered and agreed to.

Mr. TYDINGS. Mr. President, I take this opportunity to thank the Senator from West Virginia for his courtesy in yielding to me so the correction could be made.

Mr. REVERCOMB. I have been glad to yield to the Senator from Maryland for that purpose.

MEMBERSHIP OF THE UNITED STATES IN THE FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS

The Senate resumed the consideration of the motion of Mr. BARKLEY to proceed to the consideration of House Joint Resolution 145 providing for membership of

the United States in the Food and Agriculture Organization of the United Nations.

MR. BARKLEY. Mr. President, I shall not discuss the details of the joint resolution or the details of the constitution. I wish to address myself particularly to the remarks of the Senator relative to postponement of consideration of this measure. This joint resolution passed the House of Representatives on April 30, 1945. It came to the Senate and was referred to the Committee on Foreign Relations.

MR. AUSTIN. Mr. President, will the Senator yield?

MR. BARKLEY. I yield.

MR. AUSTIN. This subject matter—the proposition to study the charter—was referred to the Committee on Foreign Relations of the Senate long before that, namely, on March 15, 1944, nearly 1½ years ago; and a subcommittee was appointed, which gave a great deal of study to this subject, even before the House of Representatives had passed the measure.

MR. BARKLEY. I thank the Senator for his remarks. I was speaking of this particular joint resolution; but the subject matter was before the Senate Committee on Foreign Relations nearly a year and a half ago; and a subcommittee was appointed, and gave detailed and careful consideration to the whole subject. On March 15, 1944, I believe, that process of investigation by the committee began.

This particular House joint resolution was passed by the House of Representatives the same year and was referred to the Senate Committee on Foreign Relations; and thereafter, on the 11th day of June, it was reported to the Senate from the committee. It has been on the calendar for certainly more than a month—from the 11th of June to the 20th day of July, which is 5 weeks. It was called twice during the call of the calendar; and the second time it was almost on the verge of passage, when it was realized that the Senator from Vermont had gone to his home State on an important mission and it was felt that it should not be passed in his absence. So it went over.

It was later called during a subsequent call of the calendar. At that time the Senator from West Virginia objected. I then said that I intended to move to have it taken up at the earliest possible date, and that if it took a motion to have it considered by the Senate, such a motion would be made at the earliest opportunity either by myself or the Senator from Utah [Mr. THOMAS] or the Senator from Vermont [Mr. AUSTIN]. This is the first opportunity we have had to do so.

No clarification of the matter is necessary, except insofar as we can debate it on the floor of the Senate. We cannot clarify it by having the Senate take a recess until October; because when we return following the recess we shall not find that it has been clarified in our absence. If anything about it needs to be clarified, that can best be done on the floor of the Senate.

I do not think anything about it really needs clarification. The Senator from

West Virginia has referred to a memorandum made at Hot Springs or to some recommendations or a memorandum which he dug up in the State Department. We must pass on this constitution according to its present terms, not according to what someone wished to place in it, but did not succeed. There is nothing in this constitution and there is nothing in this joint resolution about immigration; the subject is not even mentioned. No authority is given anyone with respect to immigration. The mere fact that someone discussed it in the conferences or even submitted a memorandum about it does not indicate anything.

MR. REVERCOMB. Mr. President, will the Senator yield?

MR. BARKLEY. I shall yield in a moment.

I said awhile ago, when I made the motion, that the farmers and farm organizations of this country are anxious to secure action on this matter. A conference is to be held very shortly in Caracas, and delegates for the United States have been appointed to attend it. I have seen a copy of a letter sent to the Senator from Vermont by Mr. Albert Goss, head of the National Grange, urging immediate action upon this House joint resolution; and Mr. Goss has been calling me over the telephone every day for a week. He telephoned me this morning and urged that we try to have action taken on this measure, because he said it was important, in order that action may be taken before the conference on agriculture is held in the city of Caracas.

The National Council of Farmer Cooperatives is urging the taking of immediate action on this joint resolution. The Senator from Vermont has handed me a telegram from John H. Davis, executive secretary of the National Council of Farmer Cooperatives; and I shall take the liberty of reading it, inasmuch as I have mentioned it. It is addressed to the Senator from Vermont, and it reads as follows:

WASHINGTON, D. C. July 19, 1945.
Senator WARREN R. AUSTIN:

In view of fact that Food and Agriculture Organization is an integral part of United Nations Organization and in view of fact that first meeting of Food and Agriculture Organization is being planned for October 1945, it is vital that United States Senate approve FAO bill House Joint Resolution 145 before it recesses. We strongly urge that you do your utmost to get such action.

JOHN H. DAVIS,
Executive Secretary, National Council
of Farmer Cooperatives.

The Senator from Vermont has also handed me a telegram sent to him by Edward A. O'Neal, president of the American Farm Bureau Federation, dated July 19, which was yesterday. The telegram reads as follows:

WASHINGTON, D. C., July 19, 1945.
Senator WARREN R. AUSTIN,
Senate Office Building:

I understand that a sufficient number of nations have ratified the charter of the International Food and Agriculture Organization to enable it to proceed with the establishment of the organization and that arrangements are being made for an organization meeting probably in October 1945. It is therefore very important that House Joint

Resolution 145 be approved by the State and enacted into law before the Congress recesses in order that the United States may become a member and have a voice in the establishment and operations of this international organization. This is of vital importance to our farmers. This bill has the support of all national farm organizations. I sincerely hope that you can get favorable action by the Senate on this legislation before the congressional recess.

EDWARD A. O'NEAL, President,
American Farm Bureau Federation.

I may say that under the terms of the constitution provision has been made that when 20 of the nations signing the constitution have accepted membership in it, the organization goes into effect. Up to the present moment 23 nations have accepted membership in the organization. The United States is not one of them. So, in regard to the agricultural and food situation, the other nations are not waiting for us to accept membership in the organization, but we should certainly be a member of it by the time it holds its first meeting in October.

In view of the circumstances, Mr. President, and the length of time the proposed legislation has been on the calendar subject to the study of Members of the Senate, during which time it was given careful consideration by the Committee on Foreign Relations, I feel justified in urging that it be taken up now. If the Senate desires to postpone it until October, which would be too late for the American Government to appoint delegates to attend the conference, the Senate may do so. However, I do not at this time feel justified in withholding the motion to proceed to the consideration of the joint resolution.

MR. REVERCOMB. Mr. President, by way of brief reply to the majority leader, I wish to say that I believe it to be far more important to this country that we give careful consideration to this proposal than it is to rush into it without having a thorough discussion of it, and acquiring a thorough knowledge of it, which would not be the case if we should proceed to consider it now.

MR. BARKLEY. Mr. President, will the Senator yield?

MR. REVERCOMB. I will yield in just a moment.

The Senator has referred to the report from which I have read as a memorandum. Allow me to say to the Senator that it is something more than that. It is a report which was signed by the representatives whose names have been affixed to the document as representing the Governments of Australia, Belgium, Bolivia, Brazil, Canada, Chile, China, Colombia, Costa Rica, Cuba, Czechoslovakia, Dominican Republic, Ecuador, Egypt, El Salvador, Ethiopia, French Representative, Greece, Guatemala, Haiti, Honduras, Iceland, India, Iran, Iraq, Liberia, Luxembourg, Mexico, Netherlands, New Zealand, Nicaragua, Norway, Panama, Paraguay, Peru, Philippine Commonwealth, Poland, Union of South Africa, Union of Soviet Socialist Republics, United Kingdom, United States of America, Uruguay, Venezuela, and Yugoslavia. Covers almost the entire habitable face of the earth. All those countries were represented at the Conference. The document is very much

more than a memorandum. It is a carefully drawn report and act. It is entitled "Final Act and Sections Report of the United Nations Conference on Food and Agriculture." The Conference was held from May 18 to June 23, 1943. The report represents the recommendations of the Conference with regard to the kind of an international food organization which should be established, and its constitution follows the action which was taken.

MR. MILLIKIN. Mr. President, will the Senator from West Virginia yield in order that I may ask a question of the senior Senator from Vermont?

MR. REVERCOMB. I yield.

MR. MILLIKIN. Is there anything in the constitution which would preclude recommendations on matters of the type mentioned by the junior Senator from West Virginia?

MR. AUSTIN. I am unable to answer the question in that form without making a thorough study of the entire charter.

MR. REVERCOMB. I think that what the Senator from Vermont has stated is the crux of the whole matter. He said that he would prefer not answering the question until he has had an opportunity to study the entire constitution. I join with him. I want a similar opportunity, and I want every Member of the Senate to have an opportunity to study the matter very thoroughly. I do not believe the joint resolution should be considered until we have had an opportunity to study the entire constitution.

MR. AUSTIN. Mr. President, if the Senator has finished his statement by which he interrupted my answer to the question propounded by the Senator from Colorado, I should like to complete what I started to say.

MR. REVERCOMB. I thought the Senator had completed his statement.

MR. AUSTIN. What has been said causes me to say that even my partial answer has been misunderstood by the distinguished Senator from West Virginia.

I have studied the charter for approximately a year and a half, and have given very careful consideration to it. As a result of that study I have not discovered anything of the nature to which the Senator from Colorado has referred. It is because he asked the question that I replied as I did. In order to be perfectly sure and accurate, I should like to look at the charter again.

I wish to say, however, that there is nothing in the charter itself, or in the acceptance of it by the President, if he accepts it, that permits any modification of it without our consent. We cannot be bound by any modification of the charter without our consent. Such consent would have to be obtained in a constitutional manner. When I have the opportunity I shall try to make as simple and brief an explanation of it as I can. Whether the Senate decides to proceed to consider the joint resolution at this time or not, what I say today may help to inform Senators about what the measure provides.

MR. MILLIKIN. I notice under article I, paragraph 2, subparagraphs (c) and (d), that it is a part of the function of

the Organization to recommend national and international action with respect to "(c) the conservation of natural resources and the adoption of improved methods of agricultural production; (d) the improvement of the processing, marketing, and distribution of food and agricultural products."

It occurs to me offhand that that description might be sufficiently ample to cover the matters which the distinguished Senator from West Virginia [Mr. REVERCOMB] has mentioned.

I notice, moreover, under article IV, paragraph 2, that it is stated:

The Conference may, by a two-thirds majority of the votes cast, make recommendations concerning questions relating to food and agriculture to be submitted to member nations for consideration with a view to implementation by national action.

Not for consideration alone, but "with a view to implementation by national action" of various things pertaining to the functioning of the Organization.

It seems to me that the project is on more than a conversational basis, and should be given most careful study. Personally, I hope it will go over so that we may go into it very thoroughly.

MR. REVERCOMB. Mr. President, in view of the importance of the proposed legislation, I wish to move that action on the joint resolution be postponed. I think the motion is in order.

MR. AUSTIN. A parliamentary inquiry.

THE PRESIDING OFFICER (Mr. GEORGE in the chair). The Senator will state it.

MR. AUSTIN. There being a motion pending to proceed to the consideration of the joint resolution, is the motion of the Senator from West Virginia now in order?

THE PRESIDING OFFICER. The Chair is of the opinion that it is not. The question is on the motion to take up the joint resolution.

MR. REVERCOMB. Mr. President, I thought a motion to postpone was in order, even in the face of a motion to consider.

THE PRESIDING OFFICER. The Chair knows of no parliamentary procedure under which a motion to postpone will take precedence over a motion to take up a measure.

MR. REVERCOMB. Mr. President, I wish to express the hope that, on the question of taking up at this time, this very important matter, which has been so little considered, the motion will not be agreed to.

MR. AIKEN. Mr. President, all my life I have been a farmer, I have always lived among farmers, I have always worked with farmers and farm organizations, and I wish to say now that I believe that United States membership in an international food and agriculture organization is absolutely vital to the welfare of the American farmer. I believe it to be the utmost importance that at the first meeting of this organization the United States be represented.

The Senator from West Virginia [Mr. REVERCOMB], the Senator from Wisconsin [Mr. WILEY], and the Senator from Colorado [Mr. MILLIKIN] have stated that they think we should have more

time to consider the proposal. I wish to say that every farm organization in the United States has studied the agreement, or constitution word for word, and I know that the leaders of these organizations and their experts have made a more thorough study of this matter than all the Members of the Senate combined will make if we are given a year in which to consider it.

When Alfred Goss, of the Grange; Ned O'Neal, of the Farm Bureau, John Davis, of the Council of Farm Cooperatives, Jim Patton, of the Farmers' Union, and other farm leaders, say that it is necessary for us to act upon this promptly so that we may be represented at the first meeting of this food and agriculture organization, they mean exactly what they say. We should not let the American farmers down by rejecting the motion of the Senator from Kentucky. In my opinion the Senate will be very remiss in its obligations to American agriculture unless it takes up this joint resolution and acts upon it promptly.

MR. LANGER. Mr. President, I wish to support everything that has been said by the distinguished junior Senator from Vermont [Mr. AIKEN]. I did not know this matter was to be brought up, and during the last few moments I called up the farm organizations of my State, and they stated they had been waiting for weeks and weeks to have this matter disposed of. I certainly wish to compliment the Senator from Kentucky, the majority leader, for bringing it up now. All other industries have been taken care of. Why should not agriculture be taken care of before the Senate adjourns and goes home for 2 or 3 months?

Mr. President, I hope the motion of the Senator from Kentucky will prevail.

MR. REVERCOMB. Mr. President, let me say that I would not take a position here which I thought for one moment was injurious to the farmers of this country. I am taking a position which I am quite certain is in support of the farmers everywhere, not a farm organization, not an officer of any farm organization. I have not conferred with them. I did not know their views until they were spoken by a Senator who preceded me. But I say that we will do more in defense of the farmers of this country, in view of the light which has been shed on this question by the prior meeting which brought forth the constitution, if we take some time to consider the proposal.

I do not subscribe to the view expressed by the able Senator from Vermont [Mr. AIKEN] that if we are to take time to consider we will know less about the matter than some organizations, farm or otherwise, now know. I wish to say, Mr. President, that we will know what we are doing.

I take this position, not for any organization, not for any particular group; I am taking it for the welfare, as I see it, of the people of this country, and in particular for the welfare of the farmers, in protecting them against having an influx of people into this country from abroad. Let me say further, Mr. President, I do not believe the farmers of America want to have set up over them any superorganization.

It is said here that it is only by way of suggestion and recommendation to our own Government that action can be taken. That is the first step in a movement of this kind. I say that the time may be when, if we consider this matter, I will join with others in support of the proposal, but I want it to be very clear in my mind that it will not bring about what was recommended in the preceding Conference held at Hot Springs, Va.

Mr. AIKEN. Mr. President, will the Senator yield?

Mr. REVERCOMB. I yield.

Mr. AIKEN. I merely want it understood that I did not intend to infer that if the Senator from West Virginia studied the matter he would know less about it.

Mr. REVERCOMB. I understand the point of the remark.

Mr. CAPEHART obtained the floor.

Mr. BARKLEY. Mr. President, will the Senator permit me to read into the RECORD the letter from Mr. Albert Goss which I did not have at my desk when I read the telegrams awhile ago?

Mr. CAPEHART. I yield.

Mr. BARKLEY. This letter is addressed to the Senator from Vermont [Mr. AUSTIN], and a copy was sent to me. It is dated July 14, and reads:

THE NATIONAL GRANGE,
Washington, D. C., July 14, 1945.

Hon. WARREN R. AUSTIN,
United States Senator, Senate Office
Building, Washington, D. C.

MY DEAR SENATOR: I would like to bring to your attention the measure completing America's approval of the farm and agricultural organization (FAO) agreement. You will recall that this measure has passed the House and has had committee approval in the Senate. It is my understanding that it was placed on the calendar but no action was taken since you were absent.

We would like to see approval of this measure immediately following the action on Bretton Woods, if possible. The Third Inter-American Agricultural Conference convenes at Caracas, Venezuela, on July 24. A great many of the participating nations have already approved this agreement and since the movement was initiated by the United States, it would be embarrassing to enter this agreement without the United States taking action.

I discussed this with Senator BARKLEY who was of the opinion that the measure had no opposition in the Senate and might be slipped in at an early date. With your approval, I am sure this could be accomplished and I am also sure that our delegation going to the Caracas Conference would appreciate it.

I am sending copy of this letter to Senator BARKLEY.

Yours sincerely,

A. S. Goss,
Master, the National Grange.

Mr. O'DANIEL. Mr. President, I should like to ask a question of the majority leader. Inasmuch as we have a new Secretary of Agriculture, upon whose shoulders rests a great responsibility regarding the policies as to agriculture in this Nation, may I inquire whether his opinion has been given on this question?

Mr. BARKLEY. I am not able to answer the Senator. I myself have not inquired of the new Secretary, directly, so that I am not able to reply, but I have every reason to believe he is in favor of

prompt action by the Senate in favor of the joint resolution.

Mr. O'DANIEL. Can the Senator from Vermont give me the information?

Mr. AUSTIN. I can say that the former Secretary of Agriculture, who was Secretary at the time of the hearings, in April 1945, testified urging the passage of the joint resolution, and at the present time the Secretary of Agriculture is represented by Mr. Howard Tolley, agricultural economist, favoring the joint resolution, who assisted me in drafting the favorable report.

Mr. O'DANIEL. I understood that the former Secretary was greatly in favor of it.

Mr. BARKLEY. The new Secretary of Agriculture was a Member of the House of Representatives at the time the joint resolution was passed, and I understand he supported it.

Mr. O'DANIEL. That is what I was interested in.

Mr. BARKLEY. If the Senator desires to have me get the last word from the new Secretary, I shall be glad to call him up.

Mr. O'DANIEL. I should like to know what the new Secretary desires in regard to it, because he has to share in the great responsibility of formulating the policy affecting agriculture in the United States.

Mr. CAPEHART. Mr. President, I am vitally interested in agriculture, as I am a farmer, and have been all my life. I would not want to do anything that would hurt agriculture because it is the fundamental industry of America. I should like to ask the junior Senator from Vermont to tell us wherein what is now proposed is going to help the farmer. I am interested in that particular question, and I think every Senator should be interested in it. Wherein would this benefit the farmer? Not a word has been said here today about how it will benefit the farmer. Will the Senator tell us exactly how it will help the American farmer?

Mr. AIKEN. Mr. President, I think the question under discussion is whether the joint resolution should be taken up for action at this time. I had not even planned to discuss the matter when it came up. However, briefly I will say that in this shrinking world every phase of our own national economy, which includes agriculture, must be considered in the light of its relationship to the whole world. It would help the farmer to have an organization which would be a fact-finding organization in that respect. There are other ways in which it would help the farmer. It would increase food consumption throughout the whole world by seeing to it that people have better diets and become better customers for manufactured goods.

I will say that I know the farm organizations and their economists have made an intensive study of this whole situation. I know they are very much interested in seeing that the United States joins this organization, and I am also. As I undertook to say a short time ago, I believe they have made a more intensive study than any of us here could make in the time which we would have. I am personally satisfied that it would

have advantages for the American farmer. I would not set my opinion above those farm leaders who have been spending literally weeks and months in studying this agreement word for word. I am satisfied that we ought to belong to this organization, and now, as soon as we can, so that our representatives may attend the first meeting to be held at Caracas in October.

Mr. CAPEHART. Is the purpose to increase consumption of farm products throughout the world?

Mr. AIKEN. Yes, I think so. I think about 75 percent of the population of the world is engaged in agriculture, yet 75 percent of the people of the world are also dying of slow starvation, all at the same time, I understand.

Mr. CAPEHART. Would one of the purposes possibly be to curtail production?

Mr. AIKEN. I would not think so.

Mr. CAPEHART. Would one of the purposes perhaps be to divide up the production of wheat in the world and say to us that we should plant so many acres of wheat, and Argentina should plant so many acres of wheat, and some other country so many acres of wheat, and possibly the same thing with respect to corn and other farm products?

Mr. AIKEN. I would not say that in the aggregate it would curtail production. I would say that in some countries the diet of the people is heavily unbalanced on the side of one form of food or other. There are sections of the world where people feed too heavily on cereals, and their lives become shortened; they have too few of the resistant vegetables such as lettuce and tomatoes. I suppose the over-all purpose of this organization is to improve the diet, the health, and the general standards of welfare of the people of the world. I know that our American agriculture, organized agriculture particularly, is intensely interested in this subject.

It is unthinkable that we should let the rest of the world proceed with an organization without our country, even if they could proceed without us.

I am not afraid of heavy immigration into the United States. I do not think the rest of the world has any designs on the United States in that respect. There are continents, however, such as Africa, South America, and Australia which are under-settled. There are countries such as Germany, Italy, Belgium, and other countries which are heavily overpopulated. Belgium produces only 15 percent of the food needed to support her population. It may be that in time there may be migration from one of the overpopulated countries to one of the underpopulated continents, and the world would be better off.

Mr. CAPEHART. Does the Senator think any such thing would happen to us?

Mr. AIKEN. I do not think there are any designs to flood the United States with people from European countries, although we must all remember we are, ourselves, descendants of immigrants.

Mr. BUTLER. Mr. President, will the Senator from Indiana yield?

Mr. CAPEHART. I yield.

Mr. BUTLER. I should like to ask the Senator from Vermont a question or two. By what right did our representatives attend the Hot Springs Conference in Virginia?

Mr. AIKEN. I am unable to answer that question.

Mr. BUTLER. Evidently they attended the Conference and something came out of that meeting.

Mr. BARKLEY. Mr. President, will the Senator yield?

Mr. CAPEHART. I yield.

Mr. BARKLEY. The Hot Springs Conference was initiated by the Government of the United States and our delegates to that Conference were named by the President of the United States.

Mr. BUTLER. Could they not by the same right or token be delegated to attend the meeting to be held in Venezuela or Colombia, wherever it is to be held, without the Senate taking action at this time on this particular measure?

Mr. BARKLEY. Of course, the Caracas meeting is not a meeting of the food and agricultural organization with which the proposed legislation deals. That is another sort of meeting. But delegates have already been appointed to that conference by the President of the United States. What those delegates are interested in is that when they attend the conference they may be in a position of representing the United States as a Nation which initiated this movement; that they may represent a Nation which is interested in it.

Mr. BUTLER. I should like to say at that point to the distinguished majority leader that up to date I have not seen one word of hearings where a real farmer spoke his mind on anything in connection with this matter. It was the farm leaders who testified, as has been said by my distinguished friend the Senator from Vermont. With no reflection whatsoever on any leader who has been named here this afternoon, I should like to say that quite frequently it is the case that farm leaders do not speak the opinion of the farmers, and there are about 6,000,000 farm families in the United States. I should like to have hearings held on a question of this kind before a committee where such hearings should be held. We have before us an agricultural proposition which was determined by the Committee on Foreign Relations. I realize that there is a foreign relations connection with the matter, but I also realize that there is distinctly an agricultural phase to this matter which should be passed upon by men who are familiar with agricultural problems, and not exclusively social reforms and matters pertaining to foreign relations.

Mr. BARKLEY. Mr. President, will the Senator permit me to say in that connection that I appreciate the yearning of the Senator from Nebraska to have some real farmers come before a committee to testify, but I have observed in the past that when the views of the farm leaders coincide with those of the Senator from Nebraska, either in favor or against something, he is very glad to have their impression and their testimony.

Mr. BUTLER. Mr. President, in that case the leaders are coinciding with the real farmers. [Laughter.]

Mr. BARKLEY. I am glad to know that the Senator from Nebraska and the Senator from West Virginia represent the real farmers, and if that is true the heads of organizations which have been selected by the real farmers probably ought to resign and allow Senators to take over.

Mr. AIKEN. Mr. President, I should like to say to my colleague from Nebraska that I am a farmer. I never had any other occupation in the world. I do not represent organized agriculture in any way. I believe in the organization we are now discussing.

Mr. AUSTIN. Mr. President, usually this type of debate does not adhere to the real question. The real question here is whether it is expedient to proceed to the consideration of the proposed legislation. The joint resolution comes before us at this time because it is timely to act upon it now. The Senate has had before it, and the people of the United States and of 44 other states in the world have had before them, the subject of economic and social relations among nations, with a view to attaining sufficient security and peace, and an expanding economy, prosperity, and happiness. Yet here we are today, trembling about approaching the consideration of a subject which is only a part of the whole problem, when we are all familiar, and our people are all familiar, with the problem. It is not a problem relating to a single farm, and what kind of fertilizer is good for one kind of crop, or what kind of fertilizer is good for another kind of crop. In considering this organization, a food and agricultural organization, we are dealing with agricultural economics and agricultural sociology.

Mr. BARKLEY. Mr. President, will the Senator yield to me?

Mr. AUSTIN. I yield.

Mr. BARKLEY. In response to the question of the Senator from Texas [Mr. O'DANIEL], let me say that I have just talked with the Secretary of Agriculture personally. He authorizes me to say that not only he but the whole Department of Agriculture feel that this is a vitally important matter. I am authorized to say that he hopes that the joint resolution will be enacted by the Senate without delay. I may also say that there was a record vote in the House on the joint resolution, and it passed the House by a vote of 291 to 25.

Mr. O'DANIEL. Mr. President, will the Senator from Vermont yield?

Mr. AUSTIN. I yield.

Mr. O'DANIEL. I wish to thank the majority leader for obtaining that information. We have reports from farm leaders and others who purport to be farm leaders, and I thought it was no more than right that we have a report concerning the opinion of the Secretary of Agriculture, who, in my judgment, occupies a high position with reference to the policy of agriculture in this country. I thank the Senator for obtaining the information.

Mr. BARKLEY. I thank the Senator for giving me the opportunity to ascertain the Secretary's views.

Mr. AUSTIN. Mr. President, from our selfish point of view, from a nationalistic point of view, this country's prosperity

and happiness depend upon our leading the rest of the world in an expanding economy. There is no other leader in the world. There is none left with the knowledge or capacity to take this problem in hand and carry the torch to a better level of economics and society. We are no longer hitched to the old theory that in our economics we must compete with every other country on the globe for more of the same small pie than we had before, getting it by taking it away from someone else. We have found that that method is a failure, and results in distress in some places and extraordinary surplus in others.

We now know, and all who have considered the matter, even back on our hillsides and in our valleys, know that what we must have is a larger pie. We must create a greater market. We must build a consumption which will call for a production in our country which will make us richer and happier than we have ever been before.

We have learned that we cannot tread around in this little mill, depending upon what we can take away from some other country in the way of marketing agricultural goods and food. If we wish to expand our activity and raise our agricultural community to a higher level, we know that we must have more consumers, consumers who demand the kind of products we produce. We know that that result cannot be attained unless the general health of the economic world is improved. It is our duty as the legislature of the people of the United States to do our part here in bringing to the world the new idea of creating a greater pie, in which we will obtain our part, not by taking it away from some other country.

It may be said, "You have a nice metaphor there, but what is the practical side of it? How are we to carry out the program?" The only way in the world to carry it out is through the mechanism which will bring to us the information which will show us where we can encourage a higher level of civilization, where we can create an additional market, where we can get a greater consumption of the goods we wish to sell. Furthermore, we cannot gather the information which is necessary to create this new economy in the world without some organization which collaborates and puts the whole thing together, analyzes it, and distributes it. We cannot have systematic research without organization and backing. It may be begun on a very modest basis in this organization; but once begun, it may develop, and that research will contribute to the happiness of the world and of all humanity.

I have spoken of this matter purely from the selfish point of view. Our pocketbooks require that we act while the rest of the world will cooperate and act with us. This is our opportunity. The door is open. Are we going to shy at the threshold, waiting to call in individual farmers to testify about world economy? The farmers who appeared knew something about agricultural economics; and if anyone cares to go into a detailed study, he will find their testimony and statements in the record.

It is not only a question of raising food and other agricultural products, which in the case of this institution would include forest products and fisheries, but it is a matter of distribution, and of balancing production and consumption. In the record of the hearings will be found the testimony of experts on the subject of commerce, and the distribution of commodities. That, in a general way, is a part of the objective.

I now wish to invite attention to the testimony of Dr. Parran on the subject of health, which is involved in this attempt to furnish one of the instrumentalities which humanity demands of us at this time, not bye and bye. I read from Dr. Parran's testimony, beginning at the middle of page 39 of the House committee hearings:

At Hot Springs, for the first time in history, delegates representing 44 nations agreed unanimously that the conquest of hunger and the progressive improvement of diet are attainable goals. This Conference, in effect, was made possible by the advances in science, particularly in three directions:

First, the development of agricultural science has made it possible to grow much more food than grew before.

Second, mechanical science applied to production and transportation has lightened the labor of man, replaced domestic and draft animals to some extent, and has multiplied greatly mankind's capacity to produce and distribute food.

Third—and this point is perhaps not so well known as the first two—the newer knowledge of nutrition and its relation to human health is one of the greatest scientific miracles of our time, and it has taught us and we have learned what is required to nourish the human body. Thus it is possible to eradicate all of the many diseases which are caused by a deficiency in the diet; to reduce infant and maternal mortality, to prolong the active productive span of life, and to attain a higher level of physical and mental vigor.

I know what he is talking about. I visited Palestine in 1936, and I made a close study of the economic and social conditions there. I saw the effect upon infant mortality of the change in the diet of the people of Palestine which was brought about by the Jews in Palestine. They were able to produce those changes by virtue of the knowledge they had.

That is what this institution deals in—knowledge. It does not take any goods and move them about. It does not engage in a single transaction in commerce. It is not an operating organization. It is a research institution which gathers information and disseminates it, according to the scientific plan which is devised, by means of obtaining information here and there all over the world, including the sour spots, the depths, the swamps. They can be transformed, and I and other Senators have seen such transformations wrought in other places.

The question now before the world is how to get the proper diet to the people, in order, of course, to improve their lives and to make them happier and more productive, but from our selfish economic point of view in order to make the pie bigger.

Mr. BUTLER rose.

Mr. AUSTIN. I yield to the Senator from Nebraska.

Mr. BUTLER. I think we can all agree wholeheartedly with the senti-

ments expressed by the distinguished senior Senator from Vermont as to the desire for the advancement of health and food conditions throughout the world; but I wonder why we refer these problems to an international organization of agriculture, supposed to be speaking for those who are concerned with agriculture, instead of to an international medical organization. I think perhaps such an organization is already in existence.

Mr. AUSTIN. Mr. President, it is clear that the Senator from Nebraska is confused about the facts. I have not referred to any international medical organization or to any member of an international medical organization. I have referred to the testimony of an expert who knows what the conditions in the world are, and who subsequently described—as the Senator will note if he will read the testimony—conditions here and there which should be remedied by an institution of this kind, which would be able to collect the information and provide it to those who can disseminate it, and thus help to raise the standard of those who are on a low standard, and call upon those produce more than is necessary to supply from their surplus those who are in want. That work is proposed on the basis of improving health. One cannot consider the perfectly desperate condition of Europe and Asia without recognizing that the health of the world is threatened by that condition, the remedying of which depends partly upon getting food to people who have it not.

Mr. BUTLER. Mr. President, the facts the Senator has given are taken from testimony which I think was given at Hot Springs, Va.

Mr. AUSTIN. Again the Senator is mistaken. They were taken from hearings held by the House Committee on Foreign Affairs, on April 12, 1945.

So far, Mr. President, the objections which have been interposed to having the Senate proceed to the consideration of this measure have been based upon something which is as far from the facts and as far from the subject matter as anything could be.

Mr. LANGER and Mr. REVERCOMB addressed the Chair.

Mr. AUSTIN. I yield first to the Senator from North Dakota.

Mr. LANGER. Mr. President, I wish to make one thing very clear, namely, that aside from the testimony of Dr. Parran, we must consider the matter of livestock and grain in this country. For example, in my State of North Dakota in 1 year we lost nearly 10,000 horses because of what we call sleeping sickness. There is no use in spending a great deal of money in North Dakota to prevent the spread of that disease, when from right across the line from Canada—from Saskatchewan and Alberta—the disease might be brought into our State again, thus doing away with the benefit of any preventive measures which we might have taken. Similarly, there would be no use in spending a great deal of money for the prevention and cure of Bang's disease, so far as our livestock is concerned, when further infections of that disease might come into our State from Canada. Of course, in order to

prevent the spread of the hoof-and-mouth disease, for instance, we continue to put embargoes on the importation of livestock from Argentina, Mexico, and other countries; and, in an effort to prevent the importation of oranges affected with scab and other diseases, we imposed embargoes against the importation of fruit from abroad, in many instances.

Let me also refer to varieties of wheat which have been developed. Some varieties are rust-proof and frost-proof. There are some varieties of wheat which can stand a temperature of 40 degrees below zero. The quicker we can make use of the information now possessed by Russia, for instance, which has 30,000 different kinds of wheat, and which has already sent 60 organizations all over the world to study the various flours and the various varieties of wheat and other grains, the quicker we shall be able to obtain the benefit of that knowledge, and the better it will be for everyone.

So, Mr. President, it is not only a matter of the health and welfare of human beings, about which Dr. Parran testified, but we also must consider the welfare and development of livestock and the improvement of all sorts of grains and other crops.

Mr. AUSTIN. Mr. President, let me state for the RECORD that the Dr. Parran to whom I have referred is Dr. Thomas Parran, Surgeon General of the United States Public Health Service.

Mr. TOBEY. Mr. President, will the Senator yield?

Mr. AUSTIN. I yield.

Mr. TOBEY. I came into the Chamber late, but I know something about this organization. I wish to speak briefly in commenting upon the remarks of the Senator from Vermont, and I honor him for what he has said on the floor of the Senate this afternoon.

Mr. President, addressing myself to the remarks of the Senator from Vermont, I say I can see where there may be a great difference of opinion in this body about some of the measures for international cooperation. For instance, on the Bretton Woods agreements which we debated during the past 4 days there was a manifest difference of opinion on several points, but each group was sincere, and finally, last night, we gave our support to it.

On the matter of the San Francisco Charter, which will be before the Senate next week, there will be great differences of opinion as to the wisdom of the limitation on veto powers contained therein, and that subject would be germane for discussion in connection with consideration of the charter.

But I cannot for the life of me understand how any man can object to consideration of this long-overdue legislation which would put into effect this great organization for the world-wide study of food supplies. The best definition I can give of research is "to extend the borders of knowledge" of such matters.

If there is one thing that we should do, it is that our Nation should cooperate to the limit with the stricken world to put it on its feet again. That is why we voted for the Bretton Woods agreements; that is why we will vote for the

San Francisco Charter; and that is why we should vote for this measure today.

Mr. President, I close with a statement which comes from a man whose name is Maxwell Anderson. He wrote a great play, Valley Forge. I shall quote a few words from that play. Laugh them off if you will. Here is the quotation—and I appeal to the Senate today to remember this as we vote on this matter:

There are some men who lift the level of the age they inhabit until all men stand on higher ground in that lifetime.

Mr. President, let that be the spirit and purpose of America. That is what America, my country, is trying to do in the Bretton Woods agreements, in the San Francisco Charter, in these food agreements, in the aviation agreements—to put a prostrate world back on its feet, realizing that we all are interdependent and that in the last analysis we are "one world."

I urge the Senate to adopt this proposed legislation now, speedily—pronto. It is all too long overdue.

Mr. AUSTIN. Mr. President, I do not intend to make a long speech. My time would have been shortened a great deal if colloquy had not been interposed. I do not intend to discourage that, but I am trying to have my colleagues understand that the pending motion has to do with a matter which relates to the collection and dissemination of knowledge for the benefit of the human race. It does not relate to any reformation of our economic system, any exercise of dictatorial power, any movement of masses of people, any modification of our immigration laws, or any interference with the domestic life of any other country on earth.

Mr. President, I shall read a few extracts from the testimony of Hon. William L. Clayton, Assistant Secretary of State, who knows this subject if anyone in America knows it. His statement answers many of the questions which have been asked, and I believe it will answer some questions which have not been asked. I read from the bottom of page 33 of the committee hearings:

First, as to production. Already the highly developed agricultural countries have built up a great body of knowledge on how to produce food and agriculture products abundantly and efficiently and they are learning more every year. Through the facilities of the Food and Agriculture Organization this knowledge can be pooled and can be carried quickly to the far corners of the earth, including the countries that are not yet so far advanced.

I am skipping a part of his statement, and read further:

The second major point I have in mind concerns the way the Food and Agriculture Organization could help increase total consumption of food and other agricultural products by emphasizing the need for better nutrition and better levels of clothing and housing. Greater consumption must go hand in hand with greater production. Otherwise increased production makes no sense at all. During recent years the world has learned how much trouble unused production can cause, not only to producers but eventually to consumers as well.

The efforts of every country to seize advantage for itself seem especially tragic and

futile now that we can look back and realize that all the time the total world market they were competing for was becoming smaller. World trade in agricultural products shrank more than 4 percent from 1929 to 1937 in terms of volume, and nearly 60 percent in constant dollar value. There were times in the period when the dip was much greater. During the same period, to make matters worse for this country's farmers our share of the dwindling total dropped from more than 13 to between 8 and 9 percent. As we see it now, the great need was for greater consumption.

I now read what Mr. Clayton said with regard to balancing consumption against production:

Naturally, a great part of the job of balancing consumption against production will need to be done within each nation. Even for those internal tasks the information gathered by the Food and Agriculture Organization and its recommendations on the basis of pooled experience can be extremely valuable.

The rest of the job of establishing balance depends on the way world commerce is conducted.

I skip there and read:

Through the Food and Agriculture Organization, the nations of the world can gather and analyze this information.

He described that information early in his testimony.

Coming to his last point he states:

This last point, and the others I mentioned earlier add up into one great and simple truth. Working together, the nations of the world can expand world trade, and raise living levels of producers and consumers of food and agriculture products. We know how to produce and we know the need for greater production. The need now is for a world-wide balancing of consumption with production. When nations strive for that balance separately their efforts cancel each other out. We know that from experience. Intelligent cooperation among nations is what is needed. Establishment of the Food and Agriculture Organization will do much to stimulate that kind of cooperation and make it productive of the fullest results.

That is all I shall read from the hearings.

I now invite attention of the Senate to the constitution itself. Article I covers the functions of the organization. It is necessary to read it. I always dread reading anything aloud, but I must read this because it is the only way by which I can get it exactly before the Senate. I read:

ARTICLE I (FUNCTIONS OF THE ORGANIZATION)

The organization shall collect, analyze, interpret, and disseminate information relating to nutrition, food, and agriculture.

2. The organization shall promote and, where appropriate, shall recommend national and international action with respect to

(a) scientific, technological, social, and economic research relating to nutrition, food, and agriculture;

(b) the improvement of education and administration relating to nutrition, food and agriculture, and the spread of public knowledge of nutritional and agricultural science and practice;

(c) the conservation of natural resources and the adoption of improved methods of agricultural production—

I pause in reading to make a comment. The language which I have read could apply even to us. But there are spots

on this globe where the earth is being turned over with a stick at the present time.

Mr. President, I apologize for taking so much time. I will finish reading the category:

(d) the improvement of the processing, marketing, and distribution of food and agricultural products;

(e) the adoption of policies for the provision of adequate agricultural credit, national and international;

(f) the adoption of international policies with respect to agricultural commodity arrangements.

3. It shall also be the function of the organization—

(a) to furnish such technical assistance as governments may request;

(b) to organize, in cooperation with the governments concerned, such missions as may be needed to assist them to fulfill the obligations arising from their acceptance of the recommendations of the United Nations Conference on Food and Agriculture; and

(c) generally to take all necessary and appropriate action to implement the purposes of the organization as set forth in the preamble.

That is all. There is nothing in it about immigration. There is nothing in it about the peculiar material which was discussed a few minutes ago relating to an earlier report of the interim commission, which met at Hot Springs. By the way, nothing will be found of that kind in Report No. 1 which is referred to in the resolution itself. I have that report in the form in which it came out. I have before me an original. It is marked "confidential." Of course, it is no longer confidential.

It is the first report to the governments of the United Nations by the interim commission on food and agriculture. There is not anything in it like the material which was urged as a reason for not proceeding with the consideration of the joint resolution.

Mr. REVERCOMB. Will the Senator yield?

Mr. AUSTIN. Certainly.

Mr. REVERCOMB. The Senator made reference a while ago to a report which was confidential and is now no longer confidential. I trust the Senator did not mean to infer that there was any revelation of a confidential report in the matter from which I read.

Mr. AUSTIN. No; it never occurred to me that that could be true.

Mr. REVERCOMB. What I read was anything but confidential.

Mr. AUSTIN. I did not mean that, of course.

Mr. REVERCOMB. I merely wanted that clarified.

Mr. AUSTIN. Certainly.

Mr. CHANDLER. Mr. President, is there anything in the so-called arrangement between the United States and other nations whereby those empowered under this instrument would have ample authority to move farm populations in the United States?

Mr. AUSTIN. I can say to the Senator definitely, "No" there is not one single obligation on the United States created by this joint resolution, excepting the necessary contribution to the Fund. There is no other obligation whatever, and the United States and every other member of this Organization will be just

as free after it signs and becomes a member as it was before. It will be vastly richer, however.

Mr. CHANDLER. I thank the Senator.

Mr. REVERCOMB. Mr. President, I shall not take very much longer in the discussion of the suggestion that we be given more time for the consideration of this important measure.

First I wish to say that I have no desire to belittle the high aspirations and the esthetic ambitions declared here on the floor of the Senate for the help of the world. I subscribe to them heartily. But I wish to say that that is going to be obtained through practical measures. This country is going to help the world by staying strong and protecting itself. Once we become weakened, we will be of very little help to the other countries of the world.

I have listened with interest to the able discussion, from his viewpoint, by the senior Senator from Vermont [Mr. AUSTIN]. He says, and I use his own words, that this joint resolution does not deal with a single farm or fertilizer or a certain group, that it deals with agricultural economics and sociology. I wish to say that unless this Government does in a practical, sound, and reasonable way protect the farm interests and the people of this country there will not be any single farms, there will not be any great single crops. This is a practical question, and not within the realm of fancy, to which some reach out without considering the practical side of it.

Mr. President, it is said here, and repeated time after time, that the United Nations Conference on Food and Agriculture held at Hot Springs, Va., May 18 to June 3, 1943, had nothing to do and no connection with this joint resolution. I challenge that statement. The able Senator from Vermont himself read from testimony of one witness before the committee who spoke of what was determined at the Hot Springs Conference. This very proposed so-called constitution grew out of the meeting that was called and the Conference held at Hot Springs.

Of course, there has not been written into the constitution anything about the migration of people, but the report signed by the representatives of the United States, with their names listed, along with those of other countries, recommended to the United Nations and to the rest of the world that migration be brought about under this international group to be set up, not only within a country, but from one country to another. Can it be said that that report has nothing to do with this Organization? I challenge that statement, because it was born of and fostered by what was done at the Hot Springs Conference.

We would be led to believe that this Organization has to do only with the distribution of information, disseminating of news, the improvement of crops, and the curing of the diseases of crops. Let me read from the proposed constitution itself. I read from article I:

The Organization shall promote and, where appropriate, shall recommend national and international action with respect to * * *

(d) the improvement of the processing,

marketing, and distribution of food and agricultural products;

(e) the adoption of policies for the provision of adequate agricultural credit, national and international;

(f) the adoption of international policies with respect to agricultural-commodity arrangements.

I wish to read another provision to which I invite the attention of my friend the Senator from Kentucky [Mr. CHANDLER], who asked a question as to whether there was anything in this constitution about migration. No, there is nothing in it about migration, and there would not be in a constitution. The migration of people from other countries to this country, or from one country to another, wherever the international Organization might direct the move, was a recommendation of what should be done; but it was out of that that the constitution came into being. But let me tell the Senate what is in the constitution. I call attention to article XX:

AMENDMENT OF CONSTITUTION

* * * * *

2. Other amendments shall take effect on adoption by the Conference by a vote concurred in by a two-thirds majority of all the members of the Conference.

Prior to that there is this with respect to amendments:

Amendments to this constitution involving new obligations for member nations shall require the approval of the Conference by a vote concurred in by a two-thirds majority of all the members of the Conference and shall take effect on acceptance by two-thirds of the member nations for each member nation accepting the amendment and thereafter for each remaining member nation on acceptance by it.

The follows the provision I have just read:

Other amendments shall take effect on adoption by the Conference by a vote concurred in by a two-thirds majority.

So, once adopted, two-thirds of the members can change and amend this constitution.

Mr. CHANDLER. Mr. President, will the Senator yield?

Mr. REVERCOMB. I yield.

Mr. CHANDLER. What is the right of withdrawal?

Mr. REVERCOMB. I do not know. I intend to propound that question.

Mr. BURTON. Mr. President, that is provided for in article XIX.

Mr. REVERCOMB. Article XIX reads:

Any member nation may give notice of withdrawal from the Organization at any time after the expiration of 4 years from the date of its acceptance of this constitution. Such notice shall take effect 1 years after the date of its communication to the director-general of the Organization subject to the member nation's having at that time paid its annual contribution for each year of its membership including the financial year following the date of such notice.

Mr. CHANDLER. The Senator will concede that any arrangement between nations to solve the food problems of the world would not be effective without the United States participating.

Mr. REVERCOMB. I should think the United States would want to be in any arrangement which pertained to food.

Mr. CHANDLER. I do not assume at all that we are not going to get the worst of it; I do assume we will, because we have the food, we have the money, we have the resources, and if one does not think we are going to get the worst of it, all he has to do is travel around in other countries and see their lack of resources. But it will not succeed without the United States being a party to it. We are parties so long as we pay dues. I would not agree to our being imposed upon too much. If we are imposed upon too much and if there is an opportunity to get out of it, we could get out of it. I simply want to find out if what we are doing is entering into an arrangement whereby we can use the facilities we have and the resources we have to solve the food problems of the world, because there are millions of people in the world who die because they do not have a grain of wheat or a grain of corn. If the problems are ever going to be solved they must be solved by the United States. It is all tied up with the hope for peace. We cannot have peace in the world when people are hungry. Many people are hungry and without the bare necessities of life. So long as that situation continues we are not going to be able to arrange a lasting peace. If the conditions become too burdensome upon the United States and we are imposed upon we can withdraw. That is not a threat to withdraw, but we still can withdraw. I simply want to be certain that the Senator agrees that we have that right.

Mr. REVERCOMB. Mr. President, the Senator from Kentucky has said something which is quite germane to the whole subject. He says he knows that the United States is going to get the worst of anything we go into. I am afraid he is right; I rather think he is. It is with that in mind that we ought to approach the subject. There is no reason why this country should get the worst of it and there is no reason why the elected representatives of the people of this country should subscribe to something with the knowledge or feeling that their own country is going to get the worst of it.

Mr. President, I want to be generous. I want this country, even if it means depriving itself, to take any necessary step to prevent hunger. I want that done. But I do not want to subscribe to a supergovernment or a superorganization having to do with food and agriculture that is going to control the agriculture of this country. I am afraid this is one step toward that end.

What we are arguing at this time is the question of whether to give greater consideration to the subject. I had hoped that we would give greater consideration to it. I have urged it, and it is on that basis that the discussion started.

Mr. CHANDLER. Mr. President, will the Senator yield?

Mr. REVERCOMB. I yield.

Mr. CHANDLER. The statement I made that we would get the worst of it is not meant in any other sense than to explain that when one goes in partnership with others who do not have

resources and who do not have money and who do not have equipment, they can obtain food only by adopting American methods and machinery, and having equipment and access to those things. Otherwise they are not going to be able to raise the food in sufficient quantity. They do not know anything about how to live in accordance with our understanding of living in the United States. Unless we go into this Organization it will not succeed. When we go into it we must do so with a full realization of the condition the world is actually in, with its depleted resources in money and material and men, with millions of people in slavery and in distress and hungry.

Mr. President, we have spent billions of dollars to make war, and we have sacrificed however many of the lives of our sons as have been necessary so far to win the fight. We must spend money now and we must cooperate for peace just as earnestly as we did cooperate successfully for war. I would not go into this organization with any understanding that in going into it we are going to fail in any sense to put up money and manpower and material and equipment. The Organization is in the interest of peace. It is formed in order to bring about peace in the world, the thing for which we have fought.

Mr. REVERCOMB. We all want peace, Mr. President, but when it comes to the question of placing the funds of this country into the hands of an organization such as this I believe we should give to the subject due consideration. I subscribe to the general principle that American funds should be handled by the United States as a matter of its own generosity, that it is its own gift, and not with any other consideration.

Mr. BURTON. Mr. President, will the Senator yield?

Mr. REVERCOMB. I yield.

Mr. BURTON. The Senator spoke in regard to a provision for amendment of the constitution, and he suggested that the constitution could be amended by a two-thirds majority of the members. I believe, however, he read just before that a provision which is an unusual and a protective provision, to the effect that if new obligations were involved in an amendment such amendment would not become effective upon a member except upon the acceptance of the individual member concerned.

Mr. REVERCOMB. Yes; and what "new obligations" may mean is something I cannot define and it is not defined here. After that there is a second clause which says that by a vote of two-thirds majority the constitution may be amended.

Mr. BURTON. Such amendments are those that do not involve new obligations for members.

Mr. REVERCOMB. I do not know what an amendment would be which did not involve some kind of obligation.

Mr. BURTON. Will the Senator yield for one other question while I am on my feet?

Mr. REVERCOMB. Yes.

Mr. BURTON. I want to inquire with regard to the effectiveness of this constitution at the present time. It is provided that it shall become effective when

20 acceptances have been filed. Something has been said about 23 acceptances having been filed. Is the constitution therefore now in effect?

Mr. BARKLEY. Twenty-three have accepted the terms of the constitution of the organization.

Mr. BURTON. Then the Senator regards the organization as now an active concern, ready to hold its first meeting?

Mr. BARKLEY. Twenty acceptances are required, and 23 have been filed.

Mr. REVERCOMB. Mr. President, the question is whether we shall proceed at this time to the consideration of this important international matter, and I wish to insist and urge that we defer and postpone consideration of it.

Mr. MORSE. Mr. President, will the Senator yield long enough for me to discuss the Oregon lamb problem?

Mr. REVERCOMB. I trust that if the Senator does so, he will make his discussion on lambs today short.

Mr. MORSE. I shall not discuss it at any great length, but I do want to help complete the record.

Mr. BARKLEY. Would the Senator from Oregon be willing to make his discussion on the joint resolution? I am anxious to get a vote on my motion to proceed to consideration of the joint resolution.

Mr. MORSE. I am very anxious, I will say to the majority leader, that I have as many Members in the Senate as possible to hear this important discussion this afternoon, because I say in all seriousness I think Senators should hear it. It is not going to take me long, and if the Senator from West Virginia does not wish to yield for that purpose I shall be very glad to seek to obtain the floor in my own right, but I am going to discuss the matter, I will say to the majority leader, before we vote on his motion.

Mr. BARKLEY. I do not know whether that is intended to be in the nature of a threat. I have tried in every way I could to cooperate with the Senator from Oregon, and it is a little unusual to ask a Senator who has the floor to yield for such a thing as the Senator from Oregon says he wants to do. I shall not object, although under the rules such yielding would take the Senator from West Virginia off his feet. It would seem to me that the Senator's lamb speech would be just as appropriate on the joint resolution as it is on the motion. I am not going to object to the Senator making his speech. I am not going to try to take the Senator from West Virginia off his feet. But I should like to have a little cooperation.

Mr. MORSE. I may say to the majority leader, so that we can become better acquainted, that I never threaten. I simply announced to the majority leader that I intended to use the floor as is my right as a Member of this body, in a discussion of the Oregon lamb question before the Senator's motion is put. If the Senator wants to argue that I do not have that right I will be very much interested in his discussion on that question.

Mr. BARKLEY. I am not going to argue with the Senator from Oregon, but under the Senate rules, which I am not going to invoke, he does not have the

right to make a speech in the time of another Senator. Under the rules, a Senator who yields for that purpose loses the floor if any other Senator wishes to make the point. I do not intend to make it. The point I made was that the Senator could make his lamb speech after the Senator from West Virginia had finished speaking on the motion.

Mr. MORSE. I shall be very glad to make it at that time.

Mr. REVERCOMB. Mr. President, am I to understand from the majority leader that he desires the lamb speech made after I conclude? Does the majority leader desire that I conclude before the Senator from Oregon proceeds to discuss lambs?

Mr. BARKLEY. I can answer the Senator's question by saying that I desire that the Senator from West Virginia conclude—period. [Laughter.]

Mr. REVERCOMB. I know how very much the Senator from Kentucky desires to have me quit.

Mr. President, I feel that I have said all that can be said seriously on this subject, and I now yield the floor.

The PRESIDENT pro tempore. The question is on agreeing to the motion of the Senator from Kentucky [Mr. BARKLEY] to proceed to the consideration of House Joint Resolution 145.

THE OREGON LAMB PROBLEM

Mr. MORSE. Mr. President, I shall detain the Senate for a few minutes to discuss the Oregon lamb problem. I am very desirous of building up a record of fact with regard to the Oregon lamb problem. In my discussion of it yesterday I pointed out that in my judgment the Secretary of Agriculture was being misinformed with regard to the facts. I have felt that if the Secretary of Agriculture were given the facts he would act on the basis of the merits of those facts.

One of the questions which apparently has been puzzling the Secretary of Agriculture because of misinformation which he has been receiving is the question as to whether or not there is a lamb problem in Oregon from the standpoint of the lambs available for marketing actually being purchased.

I hold in my hand a letter dated July 18, 1945, an air-mail letter which arrived this morning. I emphasize the date, because I think it is very important to make clear to the Secretary of Agriculture that the data which I am presenting to him are data practically up to the immediate hour, and not data of a week, 10 days, or 2 weeks ago. This letter is from George R. Claxton:

DEAR SENATOR MORSE: I wish to take up the marketing question of lambs with you. I have lambs to sell. I made the rounds at Salem with no success.

He means the rounds of the packing houses.

"Quota filled," they say. Well, why butcher old sheep at this time of the year when the other is fit, or have to wait and take a shrink in weight, and then turn back until they fill up their quota with old stuff, and you can whistle? This should be cleared up.

Yours truly,

GEORGE R. CLAXTON.

I am very much impressed with letters such as this one, which I have been receiving. They are being written by the farmers of the Willamette Valley, men who are so disturbed about the fact that they cannot sell their lambs that they finally appeal to their Senators in Washington. What they ought to be able to do is load up the lambs and take them to the packing houses of their local communities and have them purchased, as has been the case historically for years past.

I wish to give the Secretary of Agriculture some more data and facts, which he, in very good faith, and quite properly, has requested.

Mr. FERGUSON. Mr. President, will the Senator yield to me for an observation?

Mr. MORSE. I am very glad to yield for an observation.

Mr. FERGUSON. Mr. President, the subject of food is an important one. The joint resolution which was under discussion at the time the Senator from Oregon began what he had to say on the food question involved the same general question. Coming from Michigan, I know that this is a serious problem.

Last evening 400 restaurant keepers of the city of Detroit and vicinity held a protest meeting at the Statler Hotel in Detroit. Those men are law-abiding citizens. They want to comply with all the orders of the Government, but they find themselves confronted with the problem that they are getting 64 percent of one red point per meal to feed the people of Detroit and vicinity.

Detroit is in a peculiar position. We have men there who work hard, who work long hours, because they are producing the wherewithal with which we are going to win the war with Japan, and which we have used to win the war with Germany.

Mr. President, we find ourselves confronted with the same problem with which the Senator from Oregon finds himself confronted. I am told today that in the latter part of June a communication setting forth these facts was sent to the OPA, and those who sent the petition have not even had the courtesy of a reply. This is a serious matter. I have telephoned to the OPA, and after going from one to the other, I finally found the man who claimed that he would try to find the petition.

Mr. President, we need food in America. The Senator from Oregon has brought to the attention of the Senate the fact that there is food in Oregon, but because of the rules and regulations of the OPA, it cannot reach the tables of the American people.

In April an order was issued known as order No. 1, which prohibited the class 2 slaughterers of the Nation from killing beef, when the people have beef on the hoof that could be killed. So, Mr. President, I hope that the Senate will give attention to this matter very soon. If the Senator from Oregon does not soon get results, he will not be able to speak on the lamb problem, because the lambs will be mutton by the time he gets through.

We cannot obtain relief. The people of Detroit have not had relief. Now we

are to be the first city to have 10 class 2 slaughterers on the no-quota list; and yet there are 34—24 of them in Michigan—on the quota list, when the people of Detroit cannot get enough food in the restaurants.

A great many persons in Detroit who are working hard simply cannot be provided with the proper food to do their work on the basis of 64 percent of one red point for a meal. Something must be done. The OPA cannot solve these problems on an over-all national basis. The OPA must consider specific cases. That is the kind of a case which the Senator from Oregon is talking about. The lambs are there.

Seventy thousand Michigan farmers have cattle which could be killed if it were not for the regulations of the OPA limiting the quota that can be killed, which results in a failure to provide the people of Detroit and the metropolitan area with food.

Mr. President, this is a serious domestic problem. We have been talking about the over-all international problem with respect to food but here in America today we have a domestic problem which should be solved. We should sit here and listen to what is being said by the Senator from Oregon, and give it attention. Mr. Bowles is not in the city today. The last four times I called him he was not in the city. He should be here in Washington helping to solve the domestic problems of America, in order that we may have food when food exists in America but cannot reach the tables of the American people.

Mr. MORSE. I thank the distinguished Senator from Michigan for his very able presentation of the basic problem to which I have been trying to call the attention of the Senate for several days. My deepest regret is that only eight or nine Members on the Democratic side of the aisle were in the Chamber to hear the Senator's remarks. I regret very much that apparently that has been indicative of the administration's entire attitude toward the food problem. Until the Democratic administration exercises greater vigilance in this matter, the American people will continue to have less and less food on their tables.

Mr. YOUNG. Mr. President, I am sure the farmers of America and the consumers of our country appreciate the fight the able Senator from Oregon is putting up in their behalf. If we can in some way solve this problem of today, we will increase the production of tomorrow.

I have in mind the hog situation back in 1943. That problem was never solved. As a result, hog production was cut down 35 percent.

I know that the bureaucrats in Washington have claimed credit for the tremendous production of farm crops which has occurred in the past several years. I would say it occurred in spite of them. I would say it was due to three or four reasons: First of all, the abundant rainfall all over the United States, for which we can thank God and no one else; second, the extreme patriotism of the farmers of America; third, I believe the new varieties of corn, wheat, and other products, which I think have added perhaps

one-third to the production; fourth, the modern machinery which has enabled the farmers to increase production tremendously, despite the shortage of labor.

Mr. MORSE. I thank the Senator for his remarks.

Mr. MOORE. Mr. President, will the Senator yield to me?

Mr. MORSE. I yield.

Mr. MOORE. I am glad to see that a serious note has been injected into this all-important matter. We are talking about food for the American people. Mr. President, in my opinion, we have almost reached the time when one who speaks about the American people and the Constitution of the United States is classified as a crackpot; we are not supposed to discuss old-fashioned subjects of that kind.

I have been glad to hear the Senator from Michigan [Mr. FERGUSON] and other Senators recite in this Chamber instances in which shackles are being put upon the people of this country by the institution known as OPA, which is supposed to handle the distribution of food throughout this country and prevent the occurrence of an inflationary spiral.

I think it is rather well known in the country that I have said that it is impossible for the OPA to be administered with justice and fairness, even if there is a willingness and an intent and a desire to do so. I wish to cite an instance in my own State which is a flagrant example; yet I know it is merely one of many which exist throughout the country. The situation is extremely serious, and there is no facetiousness in that remark. In my candid opinion, consideration of the OPA should replace consideration of the international situation, about which many people are so greatly concerned, almost to the exclusion of consideration of our own people and our own country.

In Oklahoma, at Cushing, where a substantial number of people are engaged in the oil industry, in mining, in farming, and in other occupations, a packing house had a quota of 400,000 pounds of liveweight cattle and 400,000 pounds of liveweight hogs a month. Only recently, after it was understood that the quota could be used by that packing house, the OPA issued an order entirely eliminating its hog quota and reducing its cattle quota to 110,000 pounds a month—with the result that a state of starvation has almost been produced in that community. The situation is so serious that the refinery employees there have threatened to strike unless they get meat.

Mr. President, the strike is the weapon which can be used in this country. Strikes have been encouraged throughout this country time and time again. The strike is the instrument of power today; it is what is wielding the influence. The strike—not Senators or Representatives—is all powerful.

It was stated time and time again that when we had a new Secretary of Agriculture there would be some relief for this situation. The Senator from Oregon has been telling the Senate how the Department of Agriculture has seen fit to team up with the OPA and pretend to care for the situation in Oregon. I think the statute gives the Secretary

That was the final verdict of the Economic Stabilizer, Mr. Davis, as a result of that meeting.

But there was a hitch in that arrangement. It developed that according to the law in existence at that time such a subsidy had to be paid through the RFC and could be paid only to the packer, so the producer of the lamb would get no benefit.

Yesterday the Senate passed a measure—and the House concurred in it this morning—which in effect placed the payment of that subsidy in the hands of the Commodity Credit Corporation.

On my return from Reno, Nev., recently, where I went to attend the funeral of our late dear friend, Senator SCRUGHAM, I stopped off in Wyoming. I found there a tremendous wave of lamb buying by buyers from the East and Middle West, in an effort to obtain those lambs before the knowledge of either the ceiling elimination or the subsidy became general. I telegraphed Mr. Anderson, pointing out to him the condition which existed. I read his reply:

Senator E. V. ROBERTSON,

Cody, Wyo.:

Lamb order being submitted to Economic Stabilizer Will Davis and not final but provides for removal of present 95-cent subsidy and substitution of \$2 subsidy through December and two fifty for first 6 months of 1946, payable to packer, since only available funds are RFC and cannot be paid directly to producer. However, may get special legislative rider making possible direct producer payment.

That is the measure to which I have referred. I think the last sentence is the most interesting, and possibly the most important part of the telegram:

Could not get approval of my idea for direct price increase.

In view of that telegram, among other things, I congratulate the Senators from Oregon on the announcement which the senior Senator from Oregon has just made.

Mr. MORSE. I thank the Senator from Wyoming very much.

Mr. President, I close my remarks by paying my very sincere respects to my colleague the senior Senator from Oregon, because without his cooperation and leadership in this matter, and the excellent work which he has done in every conference in which we have sat together on this problem, I am sure that the solution which has been reached would not have been reached. I am greatly indebted to him. I wish to say to the Senate that I find it a great pleasure to work as a teammate of the senior Senator from Oregon.

Mr. TAFT. Mr. President, will the Senator yield?

Mr. MORSE. I yield.

Mr. TAFT. I do not wish to have the Senate get the wrong idea. I do not understand that OPA has lifted the points. This is merely a recommendation.

Mr. ROBERTSON. Yes.

Mr. TAFT. I think that ought to be clearly understood.

Mr. MORSE. The Senators from Oregon clearly understand it. We believe that at least that recommendation

puts the problem into the lap of the administration; and I am satisfied that the solution recommended by the Secretary of Agriculture is so sound that the administration will recognize it and see to it that it is put into effect.

Mr. CHANDLER. Mr. President, will the Senator yield to me before he takes his seat?

Mr. MORSE. I yield.

Mr. CHANDLER. I do not wish the Senator to get the impression that the only lamb crop in the United States is in Oregon, or that only Republicans eat lamb, or that because he has taken an active part in these discussions, we on the Democratic side of the aisle are not just as much interested in the lamb situation as he is.

It may be that some mistakes have been made. I do not want the Senator from Oregon to assume that if the Republicans had been carrying on this program they would not have made some mistakes, too. I presume they would have.

Mr. MORSE. We will take judicial notice of that.

Mr. CHANDLER. But the present Secretary of Agriculture has been in office less than a month. He is a country man, too, and he knows something about this problem. I suggest that before Senators become too critical, they give him a chance, because he has not had a chance.

My next point is that if Senators do not like the OPA and if they wish to get rid of it, they should introduce a bill providing for its abolition. I do not know whether a bill providing for abolition of the OPA has been introduced. The OPA has made some mistakes, but I think it has rendered important service to the people of our country at a very critical time.

Mr. MORSE. Mr. President, the Senator's statement with respect to the Secretary of Agriculture is an exceedingly fair one, and I join him in it.

As to the second comment made by the junior Senator from Kentucky, I should like to make perfectly clear to him, if I have not made it clear before—although I have said it many times—that I am a staunch supporter of the Stabilization Act, and I think it very important that we maintain price control. I have said that again and again. But in order to maintain the confidence of the people of the United States in the OPA, we must eliminate the abuses in its administration. I have cried out only against the abuses, not against the necessity for price control.

Mr. CHANDLER. Mr. President, I should like to point out that many of the criticisms have been made in such a way by certain of the Republican Senators that some persons might almost assume that the Democrats are not concerned with this matter. Of course, I do not wish that misapprehension to exist. I want the people of the country, including the people of Kentucky, to know that I, too, am vitally interested in this matter.

Mr. FERGUSON. Mr. President, will the Senator yield?

Mr. MORSE. I yield.

Mr. BARKLEY. Mr. President, will the Senator yield to me?

Mr. MORSE. I will yield to the Senator from Kentucky in a moment, although I desire to take my seat, if I may.

Mr. BARKLEY. I was wondering if we could not get a vote on the pending motion.

Mr. MORSE. I should like to do so. First, I yield to the Senator from Michigan.

Mr. FERGUSON. Mr. President, on the question of ration points for restaurants, on which I have spoken in the Senate, the OPA called me from the floor, after I made my remarks, and said that I might expect some report by the middle of next week.

MEMBERSHIP OF THE UNITED STATES IN THE FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS

The Senate resumed the consideration of the motion by Mr. BARKLEY to proceed to the consideration of House Joint Resolution 145, providing for membership of the United States in the Food and Agriculture Organization of the United Nations.

The PRESIDENT pro tempore. The question is on agreeing to the motion of the Senator from Kentucky.

Mr. REVERCOMB. I ask for the yeas and nays.

The yeas and nays were ordered; the legislative clerk proceeded to call the roll, and Mr. AIKEN and Mr. AUSTIN answered in the affirmative when their names were called.

Mr. REVERCOMB. Mr. President—

The PRESIDENT pro tempore. For what purpose does the Senator address the Chair?

Mr. REVERCOMB. I desire to propound a parliamentary inquiry.

The PRESIDENT pro tempore. The Senator will state it.

Mr. REVERCOMB. The vote now is on—

Mr. CHANDLER. Mr. President, a point of order.

The PRESIDENT pro tempore. The Senator from West Virginia is propounding a parliamentary inquiry, and he has a right to do so.

Mr. CHANDLER. I make the point of order that a parliamentary inquiry cannot be made after the roll call has commenced.

The PRESIDENT pro tempore. A parliamentary inquiry can be made at any time.

Mr. BARKLEY. Debate cannot be indulged in, but a parliamentary inquiry can be made at any time.

The PRESIDENT pro tempore. That is correct.

The Senator from West Virginia wishes to propound a parliamentary inquiry, and he will please state it.

Mr. REVERCOMB. The vote now is on the motion of the Senator from Kentucky to take up this measure; is that correct?

The PRESIDENT pro tempore. That is true.

The legislative clerk resumed the calling of the roll.

Mr. BUTLER (when his name was called). I have a general pair with the

senior Senator from Alabama [Mr. BANKHEAD]. I transfer that pair to the senior Senator from Idaho [Mr. THOMAS], and I will vote. I vote "nay."

Mr. WAGNER (when his name was called). I have a general pair with the Senator from Kansas [Mr. REED]. I transfer that pair to the Senator from Florida [Mr. PEPPER], who if present would vote "yea." Having transferred my pair, I am at liberty to vote, and I vote "yea."

The roll call was concluded.

Mr. HILL. Mr. President, I announce that the senior Senator from Virginia [Mr. GLASS] is detained by illness.

The Senator from Florida [Mr. PEPPER] is detained because of the death of his father.

The Senator from Florida [Mr. ANDREWS], the Senator from North Carolina [Mr. BAILEY], the Senator from Alabama [Mr. BANKHEAD], the Senator from Texas [Mr. CONNALLY], the senior Senator from Rhode Island [Mr. GERRY], the junior Senator from Rhode Island [Mr. GREEN], the Senator from Pennsylvania [Mr. GUFFEY], the Senator from Louisiana [Mr. MURRAY], the Senator from Utah [Mr. THOMAS] are detained on public business.

The Senator from California [Mr. DOWNEY], the Senator from Arizona [Mr. HAYDEN], the Senator from Montana [Mr. MURRAY], the Senator from Pennsylvania [Mr. MYERS], the Senator from Georgia [Mr. RUSSELL], the Senator from Maryland [Mr. TYDINGS], and the Senator from Montana [Mr. WHEELER] are necessarily absent.

The Senator from Utah [Mr. THOMAS] has a general pair with the Senator from New Hampshire [Mr. BRIDGES].

Mr. WHERRY. The Senator from New Hampshire [Mr. BRIDGES] has a general pair with the Senator from Utah [Mr. THOMAS].

The Senator from Kansas [Mr. REED] has a general pair with the Senator from New York [Mr. WAGNER]. The transfer of that pair has heretofore been announced.

The Senator from Iowa [Mr. WILSON] is absent on official business.

The Senator from Idaho [Mr. THOMAS] is absent on account of illness.

The Senator from Maine [Mr. BREWSTER], the Senator from Delaware [Mr. BUCK], and the Senator from New Hampshire [Mr. TOBEY] are detained on public business.

The result was announced—yeas 56, nays 12, as follows:

YEAS—56

Aiken	Hart	Mitchell
Austin	Hatch	Morse
Ball	Hawkes	Murdock
Barkley	Hickenlooper	O'Daniel
Bilbo	Hill	O'Mahoney
Briggs	Hoey	Radcliffe
Burton	Johnson, Colo.	Saltontall
Byrd	Johnston, S. C.	Smith
Capper	Kilgore	Stewart
Chandler	La Follette	Taylor
Chavez	Langer	Thomas, Okla.
Cordon	Lucas	Tunnell
Donnell	McCarran	Vandenberg
Eastland	McClellan	Wagner
Ellender	McFarland	Walsh
Ferguson	McKellar	White
Fulbright	Magnuson	Wiley
George	Maybank	Young
Gurney	Mead	

NAYS—12		
Brooks	Millkin	Shipstead
Bushfield	Moore	Taft
Butler	Revercomb	Wherry
Capehart	Robertson	Willis

NOT VOTING—27

Andrews	Glass	Pepper
Bailey	Green	Rced
Bankhead	Guffey	Russell
Brewster	Hayden	Thomas, Idaho
Bridges	Johnson, Calif.	Thomas, Utah
Buck	McMahon	Tobey
Connally	Murray	Tydings
Dowdney	Myers	Wheeler
Gerry	Overton	Wilson

So Mr. BARKLEY's motion was agreed to; and the Senate proceeded to the consideration of the joint resolution (H. J. Res. 145) providing for membership of the United States in the Food and Agricultural Organization of the United Nations.

The PRESIDENT pro tempore. The joint resolution is before the Senate and is open to amendment.

Mr. BARKLEY. Mr. President, I had hoped when we convened today that we might be able to conclude all necessary legislation so that the Senate could recess over until Monday next. It is now obvious that we shall have to hold a session of the Senate tomorrow. For that reason I am not going to ask Members of the Senate to remain further tonight to consider this measure. I have conferred with the Senator from West Virginia and the arrangement which I shall propose is agreeable to him.

I ask unanimous consent that at not later than 2 o'clock tomorrow afternoon the Senate proceed to vote on the joint resolution and all amendments which may be pending thereto, if any.

The PRESIDENT pro tempore. If there is no objection, the provision of the rule requiring a quorum call upon the submission of a request for unanimous consent to vote on the final passage of a bill, will be waived.

Mr. BARKLEY. Of course, inasmuch as we just had a quorum call of the Senate, it would not be necessary, but it does include the waiver of the call.

The PRESIDENT pro tempore. Is there objection to the unanimous-consent request of the Senator from Kentucky? The Chair hears none, and it is so ordered.

Mr. GURNEY. Inasmuch as we have heard the contention made that we have not had sufficient notice of a consideration of the joint resolution, can the Senator state if there are any other bills which will be taken up tomorrow?

Mr. BARKLEY. There is a bill which the Senator from Georgia [Mr. GEORGE] wishes to take up now, to which objection was made yesterday by the Senator from Utah. He and the Senator from New Mexico have reached an agreement by which there will be no further objection to the measure which the Senator from Georgia wishes to take up.

Tomorrow, following the disposition of the matter with reference to which we have just reached an agreement, it is expected to take up in executive session the two treaties which have been on the calendar for some time, and which were earlier reported to the Senate. It is the desire to get them out of the way and

clear the desk for consideration of the charter next Monday.

Mr. LA FOLLETTE. Mr. President, will the Senator yield?

Mr. BARKLEY. I yield.

Mr. LA FOLLETTE. I hope it will also be possible tomorrow to take up Calendar No. 183, House bill 2348, an act to provide for the coverage of certain drugs under the Federal narcotic laws. I have been responsible for holding the bill on the calendar in order to present an amendment which has to do with another subject matter. The Finance Committee has authorized the presentation of an amendment to the measure. I do not think there will be any objection to it. I hope an opportunity will be afforded to have the bill considered tomorrow.

Mr. BARKLEY. I think an opportunity will be afforded. There may be some routine matters which I cannot now foresee, which we will desire to dispose of tomorrow.

Mr. GEORGE. I do not believe that the bill to which the Senator from Wisconsin refers will cause any protracted debate.

Mr. BARKLEY. No; I think not.

Mr. KILGORE. Mr. President, I may say to the distinguished majority leader that I expect tomorrow to ask for action on Calendar No. 501, Senate Concurrent Resolution 21, consideration of which was passed over today on the objection of the Senator from South Dakota [Mr. GURNEY].

Mr. BARKLEY. I omitted to refer to it. The Senator from West Virginia has advised me that he will move tomorrow that the Senate proceed to the consideration of the concurrent resolution.

Mr. GURNEY. That is what I had in mind also. Of course, the Senator has the right to call it up.

Mr. BILBO. It is understood that no Senator will be precluded from calling up any bill which is on the calendar.

Mr. GURNEY. I understand that.

Mr. BARKLEY. No; no Senator will be precluded from doing that.

Mr. President, I hope that tomorrow Senators will be prepared to remain in the Chamber so that it will be unnecessary to consume time with quorum calls. We expect to receive from the House—I do not know why it has not already come over, because the House has acted on it—reports on the Bretton Woods measure, the tax bill, and the bill in which the Senator from Wyoming [Mr. O'MAHONEY] was interested, which the Senate passed last night.

It will be my purpose tomorrow to call up the concurrent resolution which has been received from the House, providing that when the House adjourns tomorrow it will stand in adjournment until the 8th day of October 1945, and that when the Senate adjourns, at such time as it may be able to adjourn following the disposition of the charter, it stand in adjournment also until the 8th day of October. So that it is important that Senators be here tomorrow and that we dispose of everything which should be disposed of before we recess tomorrow until Monday, at which time it is pro-

posed that the Senate shall take up the charter.

DEDUCTION IN COMPUTING TAXES OF EXPENSES OF INTANGIBLE DRILLING AND DEVELOPMENT COSTS

Mr. GEORGE. Mr. President, I ask unanimous consent that the unfinished business be temporarily laid aside and that the Senate proceed to the consideration of House Concurrent Resolution 50.

The PRESIDENT pro tempore. The clerk will state the concurrent resolution for the information of the Senate.

The legislative clerk read the concurrent resolution (H. Con. Res. 50), as follows:

Resolved, etc., That in the public interest the Congress hereby declares that by the re-enactment, in the various revenue acts beginning with the Revenue Act of 1918, of the provisions of section 23 of the Internal Revenue Code and of the corresponding sections of prior revenue acts allowing a deduction for ordinary and necessary business expenses, and by the enactment of the provisions of section 711 (b) (1) of the Internal Revenue Code relating to the deduction for intangible drilling and development costs in the case of oil and gas wells, the Congress has recognized and approved the provisions of section 29.23 (m)-16 of Treasury Regulations 111 and the corresponding provisions of prior Treasury regulations granting the option to deduct as expenses such intangible drilling and development costs.

Mr. GEORGE. Mr. President, I suggest that this is the concurrent resolution which was discussed last evening by the distinguished Senator from Utah [Mr. MURDOCK], when he offered the substance of the regulations as an amendment to the then pending tax bill. This is merely a concurrent resolution expressing the sense of the Congress, but is a matter of importance, because smaller oil producers throughout the country in all the oil-producing areas are somewhat disturbed by a court decision, and they think the expression of the sense of the Congress as to the intent of Congress in the passage of certain laws would tend to settle the matter somewhat.

I understand that the Senator from Utah, in conference with other Senators from the oil-producing areas, has agreed upon a substitute which is satisfactory all the way around. I have no objection to the substitute, if I am correctly advised about it.

Mr. MURDOCK. The Senator is correctly advised.

Mr. GEORGE. The Senator will present the substitute.

The PRESIDENT pro tempore. The clerk will state the amendment in the nature of a substitute for the information of the Senate.

The LEGISLATIVE CLERK. It is proposed to strike out all after the resolving clause and to insert the following:

That whereas the provisions of section 29.23 (m)-16 of Treasury Regulations 111 and the corresponding provisions of prior Treasury regulations grant the option of deducting as expenses intangible drilling and development costs; and whereas the taxpayers of the country and the Bureau of Internal Revenue have relied on the validity of said section of the regulations; and whereas as a result of certain decisions rendered by the United States Circuit Court of Appeals for the Fifth

Circuit, the present status of said section of the regulations and its application has been rendered uncertain, it is therefore the sense of Congress that the substance of said section of the regulations does correctly express the will and intent of the Congress and should be enacted as a part of our tax laws at the earliest possible date.

Amend the title so as to read: "Concurrent resolution declaring the sense of Congress that the substance of section 29.23 (m)-16 of Treasury Regulations 111 should be enacted as a part of the tax law."

Mr. WHITE. Mr. President, I shall not object to the disposition of the matter in the manner now suggested. As I understood the concurrent resolution as it was read from the desk, and the substitute, I do not like them any better than I did the original concurrent resolution which the Senator from Utah discussed. I think they have the infirmities he pointed out, and that this would be an unwise precedent for us to establish.

Mr. LA FOLLETTE. Mr. President, I wish to concur in the statement made by the able Senator from Maine. I think it would establish a very questionable precedent for Congress, several years after an act had been passed, to attempt to determine what the intent of our predecessors was when they passed certain legislation.

I realize that the Senator from Utah by his substitute has tried to correct in some measure the original concurrent resolution and to save it from that infirmity. Nevertheless, the substitute in and of itself is an expression of what Congress hopes and thinks at the moment it might enact at some later date. I think the grave error is in attempting to meet decisions of the courts by an expression of legislative opinion which has no force of law, and in this particular instance, as I understand the situation, the matter was decided by the Fifth Circuit Court of Appeals, and it is still possible that it may go to the Supreme Court.

If in the case of decisions which may be made by either the district courts or the circuit courts of appeal we proceed to indicate that a court either has or has not correctly interpreted the intent of the Congress, I think we will be engaging in a very bad practice, and that it may be one which will return to plague us.

Mr. President, I raised this issue in the committee, and I was overwhelmed by the members of the committee, who seemed to feel that for some reason or other this pious legislative wish, if properly enacted through a concurrent resolution, might have some bearing on the situation existing, and I am not disposed to oppose it. I want the RECORD to show that I think this is a very bad practice. I think it has absolutely no legal effect whatsoever, and I would have no respect for any court which would even take judicial notice of the fact that we had taken this ridiculous action.

Mr. TAFT. Mr. President, I was not able to attend the meeting of the Finance Committee when this matter was discussed. I agree with the Senator from Wisconsin that it seems to be very bad practice. I did not greatly object to the original resolution because I remember

that when it came up in the Finance Committee when the last tax bill was under consideration the intention was as stated in the resolution. It does state what the Finance Committee at least intended. But when we undertake to say that we think this should be enacted into law at the earliest possible date and tell ourselves what we ought to do next year, I think such a resolution goes beyond any reason. I think it is far more unreasonable than the original resolution. I do not propose to vote for it because I do not know what I might think about the subject next year when it comes up again in the Finance Committee. I do not propose to bind myself now by expressing an opinion of what I will do next year when the tax bill comes up. So I am opposed to the resolution as amended.

Mr. FERGUSON. Mr. President, I had something to say on this subject last evening. I am of the same opinion now as I was then that this had no place in the law. It is not law. We have this situation: We have a court rendering a decision interpreting an act of this body and of the House, which it has a legal right to do. The court has spoken, and that is the law until it is reversed or in some way modified by this body through proper procedure. What is now proposed to be done, Mr. President, is not a proper procedure. It attempts to tell the Supreme Court, if this matter is taken to the Supreme Court on certiorari or appeal, that we want the court to decide this case in another way than that in which the circuit court of appeals has decided it.

This identical question was before the Committee on the Judiciary when we considered the insurance bill. An attempt then was made to tell the Supreme Court what we thought was meant by the national legislature when it enacted the antitrust law. The Committee on the Judiciary did not adopt the proposal, and I am glad it did not adopt it. We now find ourselves in the position, while there is a case pending which can be appealed, of telling the court what we intend to do, and not only doing that, Mr. President, but telling the court that we want to make it the law some time in the future.

Mr. GEORGE. Mr. President—

Mr. HATCH. Mr. President, I want to correct the Senator myself.

Mr. GEORGE. If the Senator will permit me, I should like to say that if this case goes up on appeal to the Supreme Court of the United States, it would not, in my opinion, involve this question, and could not involve it, because the court which made the decision in the first instance has subsequently made another decision; and the particular point as to whether or not this regulation was contrary to law or against the statute probably could not be made an issue.

Mr. WHITE. Mr. President, will the Senator yield?

Mr. FERGUSON. Yes.

Mr. WHITE. Is not the effect of this action, if we take it, to encourage the administrative officers of the Treasury Department to proceed without any regard to court decisions which may be rendered, and must not the further

effect of it be to cast some shadow of doubt and some disrepute upon decisions of our courts?

Mr. GEORGE. Will the Senator permit me again?

Mr. FERGUSON. I yield.

Mr. GEORGE. Let me assure the Senator from Maine that the proposal has no such purpose, and it could have no such effect. This is the situation: There was a case decided by one of the nine circuit courts of appeals. There are eight others.

It is not an attempt to persuade the court or try to control the court in this particular case on this question. It is an attempt rather in this war period to say to the oil interests of the country, "It is the sense of Congress that this regulation of the Bureau of Internal Revenue which has been in force under one statute or another for 25 years, is in accordance with the intent of Congress." It is for the purpose of settling an agitated condition which has arisen, which ought to be helped, if we can do it in this way.

Mr. FERGUSON. Mr. President, we have a court decision. It was stated last evening by the Senator from Utah [Mr. MURDOCK] that the court had interpreted the statute even though that was not necessary. If this case is appealed the Supreme Court would have the same right to interpret that statute. But that is not the only thing. As the Senator from Maine has suggested, What is the purpose of this concurrent resolution if it is not to have an administrative agency rule in accordance with the present interpretation by this body?

Mr. President, the court has spoken. I do not know how many other cases may be pending. There may be one started tomorrow. This would be an attempt, then, to try to influence, in effect, the decision of that court, because this body by its action today would attempt to interpret the act. If we believe that this is the correct rule, that the companies should have the right of an option as to whether to treat this item as cost or as capital, then, Mr. President, we should pass a law dealing with the subject.

These are serious times and both bodies should be in session to perform their functions and to pass such laws as are necessary, instead of this body going outside its official capacity and attempting to interpret the law, when it has the right to pass laws and only the right to pass laws.

Mr. President, I am opposed to the concurrent resolution and I hope the Senate will not adopt it.

Mr. REVERCOMB. Mr. President, will the Senator yield?

Mr. FERGUSON. I yield to the Senator from West Virginia.

Mr. HATCH. Mr. President—

The PRESIDENT pro tempore. The Chair recognizes the Senator from New Mexico.

Mr. HATCH. Mr. President, I raise the point that the Senator from Michigan cannot hold the floor and yield to some other Senator. I have stood on the floor seeking recognition for some time.

The PRESIDING OFFICER. The Chair understood that the Senator from Michigan had concluded his remarks and

the Chair recognized the Senator from New Mexico.

Mr. REVERCOMB. Mr. President, will the Senator yield?

Mr. HATCH. I will be glad to yield to the Senator from West Virginia. I simply do not like the idea of Senators farming out time.

Mr. REVERCOMB. I thank the Senator from New Mexico. I assure him I was not trying to keep him from the floor.

I heard the very interesting remarks made a moment ago that adoption of this resolution may be considered to be an attempt to influence the courts. I do not know what interpretation may be placed on that statement made by the Senator from Michigan, but if there is one body in the world that not only influences but guides the courts upon the principles of law that are laid before them, it is this body.

Mr. HATCH. Mr. President, will the Senator yield?

Mr. REVERCOMB. The Senator has the floor, and I defer to him.

Mr. HATCH. I wanted to make a few remarks in defense of the legislative body of the Government.

Mr. REVERCOMB. May I proceed for a moment, and then I shall be glad to hear the Senator?

Mr. HATCH. Yes.

Mr. REVERCOMB. Most of this discussion has pertained to the form and the method of proceeding here, whether by concurrent resolution or by law enacted, but we seem to have lost sight of the substance of the question, which is this: For many years, under the internal revenue laws, there has been a rule that the oil companies may deduct certain items—may charge them to expenses or charge them to capital gain. That rule has been in force for several years. It is a very just and fair rule. Suddenly a court, through dictum, as I understand, the issue not being involved, made a statement upsetting that rule. Rather than quibble over the form or method of arriving at the end, let us do what is right and keep in force in this country a fair and just rule under the law which we believe to be right. Let us look rather to the substance than the shadow. Let us follow substance rather than form, and do whatever is right, whatever form we use.

Mr. HATCH. Mr. President—

Mr. FERGUSON. Mr. President, will the Senator yield?

Mr. HATCH. I yield.

Mr. FERGUSON. Mr. President, it is now said that the court has by dictum decided the rule which should be followed as the interpretation of this body. This body is not an interpreter of the laws enacted by Congress. This body's duty and province is, in conjunction with the House, to enact laws, and to expect the executive branch to carry them out, and expect that the courts, when the laws are properly taken before them, will interpret those laws. That is exactly what the court has done.

Are we going to tell these agencies on all occasions—if we do it in this instance, why not on all occasions?—that we want to tell them how to interpret our laws? Where is the place in our

Government for a judicial system if we attempt to do so?

Mr. President, I opposed this same proposal when it came before the Judiciary Committee in connection with the insurance bill. I think it should be opposed here.

As I previously stated, we have no right to interpret the law. The law is to be enacted by us. The executive branch and the judicial branch then have their functions. Again, let me say that I hope the Senate will not indulge in this form of legislative interpretation.

Mr. HATCH. Mr. President, I should like to make a few general observations. Of course, the legislative branch of the Government does enact the laws in the first instance. The executive is to enforce, and the judiciary is to interpret. But throughout hundreds of years laws have grown up by various methods, by common interpretation. What ordinary people determine to be a cowpath becomes a trail, and the trail finally becomes a road, and becomes a vested right.

Furthermore, there is a well-known rule of law which some Senators, I am afraid, have forgotten, that legislative interpretation is important. The courts want to know what the legislative body had in mind. If one reads the cases, he will find a very well defined and positive rule that the legislative interpretation is an important consideration in the courts; and I hope it will never become unimportant. I hope that the legislative interpretation may always be given effect, both by the executive and the judicial branches of Government. That is all this proposal does, Mr. President.

Mr. FERGUSON. Mr. President, will the Senator yield?

Mr. HATCH. I yield.

Mr. FERGUSON. The distinguished Senator from New Mexico is correct in the proposition that courts are anxious to know what the legislative branch means when it enacts a law, but they look only to what the legislative body meant when it enacted the law.

Mr. HATCH. The Senator is getting into deep water. I think he will not be able to sustain his argument.

Mr. FERGUSON. The Senator will be able to swim in the water he is now in.

Mr. President, the courts look to what committees have said. They look to what the legislative body argued on the matter; but they are not going to permit the legislative body, some years later, after there has been an interpretation by a circuit court of appeals—not one of the district courts but a circuit court of appeals—to interpret the law.

Again I say that this body has no right, at this late date, after the decision, to pass this kind of a measure. It is not an act. It is a concurrent resolution. But, Mr. President, even though this is essential, even though it is desirable, and I would vote for it if it were here in the regular way, I feel that this is not the way to do it.

Mr. HATCH. Mr. President, I wish to make a suggestion. I offer an amendment to the amendment in the nature of a substitute offered by the Senator from Utah [Mr. MURDOCK], in order to meet one of the objections which has

OFFICE OF BUDGET AND FINANCE
Legislative Reports and Service Section

79th-1st, No. 1

DIGEST OF PROCEEDINGS OF CONGRESS OF INTEREST TO THE DEPARTMENT OF AGRICULTURE
(Issued July 23, 1945, for actions of Saturday, July 21, 1945)

(For staff of the Department only)

CONTENTS

Adjournment.....	6,12	Foreign relief.....	10,18	Price control.....	7,9,
Agricultural committee...	23	Lend-lease.....	20	Rationing.....	
Banking and currency....	8	Loans, farm.....	1,25	Research.....	
Employment.....	15,26	Machinery, farm.....	18	Secretary of Treasury.....	
Federal-State relations..	17	Marketing.....	7	Surplus property.....	13,
Food distribution..	10,11,18	Narcotics.....	4	Veterans.....	
Food supply.....	19,21	Personnel.....	14	Wildlife.....	
Foreign affairs.....	2	Purchasing.....	16		

HIGHLIGHTS: Senate passed bill authorizing Secretary of Agriculture to compromise adjust, etc., drought, rural rehabilitation, and emergency relief loans exceeding \$1,000. and measure providing for U.S. membership in FAO. Rep. Cox criticized the tobacco "combination" which would restrict marketing facilities resulting in unfair prices to growers.

SENATE

1. FARM LOANS. Passed as reported S. 230, to remove the \$1,000 limitation on farm loan cancellations, adjustments, etc., provided for in Public Law 518, 78th Cong., on debts due to drought, rural rehabilitation, and emergency relief loans (pp. 8034-5).
2. FOOD AND AGRICULTURE ORGANIZATION. Passed without amendment H.J.Res. 145, providing for U.S. membership in the FAO (pp. 8035-43).
Sen. Austin, Vt., inserted the FAO Constitution (pp. 8036-8).
3. WILDLIFE. Agriculture and Forestry Committee reported with amendment S. 518, to provide for the issuance of permits for the use of live decoys in the taking of ducks (S. Rept. 506) (p. 8025).
4. NARCOTICS. Passed with amendment H.R. 2348, to authorize the Secretary of the Treasury to determine whether any synthetic drug possesses the qualities of morphine or cocaine (pp. 8044-8).
5. RESEARCH. Sen. Magnuson, Wash., urged favorable consideration of his bill S. 1285, to promote the progress of science and the useful arts, to secure the national defense, etc., and inserted a radio address on this subject (p. 804-5).
6. ADJOURNMENT. Agreed to H. Con. Res. 68, providing for adjournment of the House until Oct. 8, 1945, and for adjournment of the Senate at any time during Aug. or Sept. (pp. 8043-4).

HOUSE

7. TOBACCO. Rep. Cox, Ga., criticized the tobacco "combination" which would restrict marketing facilities resulting in unfair prices to growers (p. 8061).

8. R.F.C. Both Houses received RFC reports covering the periods Feb.-Mar. and Apr. 1945. To Banking and Currency Committees. (pp. 8025, 8068.)
9. O.P.A. Received OPA report for the period ending Mar. 31, 1945 (H. Doc. 265). To Banking and Currency Committee. (p. 8068.)
10. FOREIGN RELIEF. Rep. Mansfield, Mont., discussed his findings relative to the use of horse meat in certain European countries and included sundry communications on processing this product (pp. 8063-7).
11. FOOD DISTRIBUTION. Received an Ohio citizens' petition urging fair and just distribution of meat food products in their area (p. 8068).
12. ADJOURNED until Mon., Oct. 8 (p. 8068).

BILLS INTRODUCED

13. SURPLUS PROPERTY. H.R. 3887, by Rep. Cochran, Mo., to provide for the disposal of surplus Government property and plants. To Expenditures in the Executive Departments Committee. (p. 8068.)
14. DELEGATION OF AUTHORITY. H.R. 3889, by Rep. Ervin, N.C., to protect the health and efficiency of the President by permitting the performance for him of certain of his duties by other officers of the Government designated by him. To Judiciary Committee. (p. 8068.)
15. EMPLOYMENT. H.R. 3891, by Rep. Forand, R.I., to amend the War Mobilization and Reconversion Act to provide for unemployment compensation payable under State laws. To Ways and Means Committee. (p. 8068.)
16. CONTRACTS. H.R. 3900, by Rep. Randolph, W.Va., to prescribe certain restrictions relating to aliens, in connection with Government contracts. To Judiciary Committee. (p. 8068.)
17. FEDERAL-STATE RELATIONS. S. Con. Res. 25, by Sen. Wiley, Wis., to establish a Joint Committee on Federal-State Relations. To Judiciary Committee. (p. 8026) Remarks of author (pp. 8025-6).

ITEMS IN APPENDIX

18. FOREIGN RELIEF; FOOD DISTRIBUTION. Extension of remarks of Rep. Gordon, Ill., commending UNRRA activities and including Director Lehman's radio address on UNRRA's program, referring particularly to food distribution and farm equipment (pp. A3874-5).
19. SUGAR SHORTAGE. Rep. Church, Ill., inserted a Chicago Daily Tribune editorial on Rexford Tugwell's explanation of the sugar shortage (p. A3879).
20. LEND-LEASE. Extension of remarks of Rep. Grant, Ind., criticizing Government agencies for "competing" in lend-lease and including a newspaper article on the subject (pp. A3882-4).
21. SURPLUS COMMODITIES. Sen. Butler, Nebr., inserted J.L. Welsh's (pres. Grain and Feed Nat'l. Assn.) address, "A New Solution for Agricultural Problems," urging the use of "these surpluses domestically" (pp. A3884-6).

than 5 years old, it must have been ascertained that the loan cannot be paid, and that it was entered into in good faith.

Mr. BARKLEY. I thank the Senator from Ohio. In its present form the bill permits the Secretary of Agriculture to adjust, settle, cancel, or compromise debts above a thousand dollars where they were made on account of drought, rural rehabilitation, or emergency matters, and in that case he can do it only under certain conditions, which are rigid. I hope the Senate will agree to take the bill up, and that it may be passed, with the amendments.

The PRESIDENT pro tempore. Is there objection to the present consideration of the bill?

Mr. CORDON. Mr. President, as a member of the Committee on Agriculture and Forestry, which considered the proposed legislation, I wish to express my entire agreement with the statement made by the distinguished junior Senator from Ohio. The provision of the bill for relief of improvident debtors is one under which the Government has ample protection, and the conditions for relief are most stringent.

Mr. BARKLEY. I appreciate the Senator's statement. It is a meritorious proposal, and amply protects the Government. I ask that the bill be disposed of.

The PRESIDENT pro tempore. Is there objection to the consideration of the bill?

There being no objection, the Senate proceeded to consider the bill, which has been reported from the Committee on Agriculture and Forestry with amendments. The amendments were, in line 6, after "Seventy-eight", to strike out "Congress" and insert "Congress"; and in line 7, after the word "by", to strike out "inserting the word 'and' between the semicolon and (3); by changing the semicolon at the end of the third proviso therein to a period; and by striking the proviso numbered (4) therein" and insert "changing the period at the end of the fourth proviso to a comma and adding the following immediately thereafter: 'except that such \$1,000 limitation shall not apply to drought, rural rehabilitation, and emergency relief loans made prior to June 30, 1940'", so as to make the bill read:

Be it enacted, etc., That section 1 of the act approved December 20, 1944, entitled "An act to authorize the Secretary of Agriculture to compromise, adjust, or cancel certain indebtedness, and for other purposes" (Public Law 518, 78th Cong.), is hereby amended by changing the period at the end of the fourth proviso to a comma and adding the following immediately thereafter: "except that such \$1,000 limitation shall not apply to drought, rural rehabilitation, and emergency relief loans made prior to June 30, 1940."

The amendments were agreed to.

The bill was ordered to be engrossed for a third reading, read the third time, and passed.

MEMBERSHIP OF THE UNITED STATES IN THE FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS

The Senate resumed the consideration of the joint resolution (H. J. Res. 145) providing for membership of the United

States in the Food and Agriculture Organization of the United Nations.

Mr. REVERCOMB. Mr. President, at this time I desire to resume the discussion of House Joint Resolution 145, which deals with the membership of this country in the Food and Agriculture Organization of the United Nations.

Yesterday, when the measure was suddenly called up, I opposed the motion for immediate consideration because I thought it was a matter of such transcending importance that the Senate should not proceed to consider it without first having an opportunity to make a careful study of it. After considerable discussion, the motion was agreed to. The majority leader very considerably passed the matter over until today for a final vote, and thus we achieved the purpose of the motion to the extent of gaining a night during which we could consider the proposed measure.

In the debate which took place yesterday the sponsor of the resolution, the senior Senator from Vermont [Mr. AUSTIN] made statements which very clearly set forth his views. I know of no Senator whose statements may be sooner accepted as an interpretation of a measure, or be given more weight, than the statements of the Senator from Vermont when he sponsors legislation upon the floor of the Senate. That is particularly true when there is doubt with reference to its meaning.

I read the following statements which were made by the able Senator from Vermont with respect to the pending legislation:

It does not relate to any reformation of our economic system, any exercise of dictatorial power, any movement of masses of people, any modification of our immigration laws, or any interference with the domestic life of any other country on earth.

Again, the Senator made the following statement during the course of the debate:

I can say to the Senator definitely, "No," there is not one single obligation on the United States created by this joint resolution, excepting the necessary contribution to the Fund. There is no other obligation whatever, and the United States and every other member of this organization will be just as free after it signs and becomes a member as it was before. It will be vastly richer, however.

If the Senate adopts this measure—and it appears from the vote yesterday that it will be adopted—I assume that it will be adopted with the understanding placed upon the law as it was stated by the able Senator from Vermont who sponsors the measure. In other words, the measure will place no obligation upon this country beyond that of providing funds. There is a grave danger of taking from the people of this country their very freedom. The question which arose in my mind, and the consideration which more than anything else caused me to oppose consideration of the measure was the report of the United Nations Conference on Food and Agriculture, for I was convinced that it was to be an important step in furthering the organization.

Mr. AUSTIN. Mr. President, what page of the RECORD was the last statement which the Senator read?

Mr. REVERCOMB. I was reading from near the middle of the first column on page 7987, and from near the end of the last column on the same page, extending over onto the top of the first column on page 7988. I was reading from the remarks of the Senator from Vermont which he made yesterday.

Mr. President, I believe that the Senate should consider with great seriousness the action of the United Nations Conference on Food and Agriculture which was held at Hot Springs, Va., from May 18, 1943, to June 3, 1943. I have before me the final act and section reports of the United Nations Conference on Food and Agriculture.

The constitution to which we are asked to subscribe provides that that international body shall recommend to the nations what they may do with regard to certain subjects. The meeting which was held at Hot Springs, Va., in great secrecy was the initial meeting which was held upon the subject of food and agriculture. Approximately 20 nations were represented at the meeting, including the United States, which was the host of the other nations. Our country initiated the holding of the meeting. From the meeting came what? Recommendations. There came from that Conference the same recommendations which the permanent organization may make and under the same power.

What causes me to be apprehensive, as it has caused others to be apprehensive, is the recommendation contained in the report of the Hot Springs Conference, which antedated the writing of the constitution. It was made prior to the constitution to which it is proposed that we shall subscribe. The Conference made recommendations, just as the constitution provides that the permanent organization shall make recommendations upon the subject of food and agriculture.

I wish to have shown in the RECORD one of the recommendations made by the Conference at Hot Springs. It reads as follows:

Where agricultural settlements are possible appropriate steps should be taken to facilitate the movement of people from overmanned agricultural areas.

In order to help in intranational and international migration, where these are feasible—

(I) Occupational training should be provided;

(II) Labor bureaus should be set up where necessary;

(III) Transportation, communication, housing, sanitation, health, and other public facilities necessary to effective settlement should be provided by the country receiving the migrants;

(IV) Steps should be taken to provide for the economic security of the migrants.

(e) Where emigration is possible an international organization should support arrangements to provide adequate safeguards for the settlers and for the countries concerned and to facilitate the movement through other appropriate means.

Mr. President, there is a recommendation that this world organization on food and agriculture shall have the power to move people not only from one settle-

ment within a country to another place within the same country, but that it shall also have the power, on its order, to move people from one country to another.

I do not believe this country wants to subscribe to that or will subscribe to it, but if that recommendation was made in the first meeting and the first Conference held on this subject, what will happen when recommendations are made under the constitution to which we are asked to subscribe?

Mr. AUSTIN. Mr. President, will the Senator yield?

Mr. REVERCOMB. I yield.

Mr. AUSTIN. I regret to interrupt the address of the Senator.

Mr. REVERCOMB. I am very glad to have the Senator ask a question.

Mr. AUSTIN. I looked up the RECORD to which the Senator referred, as to the statement made by me, and I think that in fairness to him I should call attention to the very language so that if he cares to discuss it he may. If he will yield for that purpose—

Mr. REVERCOMB. I want the language. I thought I read it.

Mr. AUSTIN. I should like to read the reply I made to the interrogatory by the Senator from Kentucky [Mr. CHANDLER]. This was my reply:

I can say to the Senator definitely, "No"; there is not one single obligation on the United States created by this joint resolution, excepting the necessary contribution to the Fund.

I want the Senator to know, so he will not be misled by that statement, that of course I did not undertake to abrogate the constitution which we are accepting. The joint resolution itself provides, in section 5:

In adopting this joint resolution the Congress does so with the understanding that paragraph 2 of article XIII—

Which is the one relating to amendments—

does not authorize the Conference of the Organization to so modify the provisions of its constitution as to involve any new obligation for the United States.

Of course, the Senator has by this time read the constitution, and knows that there are obligations in the constitution, and if the Senator has no objection to my doing so, since it may save time, I should like to have the constitution printed in the RECORD at this point.

Mr. REVERCOMB. I have no objection whatsoever.

Mr. AUSTIN. I ask unanimous consent to have printed what appears in the report under the title "Constitution of the Food and Agricultural Organization of the United Nations," pages 1 to 7 of the report. Page 7 includes annex I, Nations Eligible for Original Membership, and annex 2, Budget for the First Financial Year. I should like to have those annexes in the RECORD in connection with our colloquy.

Mr. REVERCOMB. I have no objection.

THE PRESIDING OFFICER. Is there objection?

There being no objection, the matters were ordered to be printed in the RECORD, as follows:

CONSTITUTION OF THE FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS

PREAMBLE

The nations accepting this constitution, being determined to promote the common welfare by furthering separate and collective action on their part for the purposes of raising levels of nutrition and standards of living of the peoples under their respective jurisdictions, securing improvements in the efficiency of the production and distribution of all food and agricultural products, bettering the condition of rural populations, and thus contributing toward an expanding world economy, hereby establish the Food and Agriculture Organization of the United Nations, hereinafter referred to as the "Organization," through which the members will report to one another on the measures taken and the progress achieved in the fields of action set forth above.

ARTICLE I (FUNCTIONS OF THE ORGANIZATION)

1. The Organization shall collect, analyze, interpret, and disseminate information relating to nutrition, food, and agriculture.

2. The Organization shall promote and, where appropriate, shall recommend national and international action with respect to

(a) scientific, technological, social, and economic research relating to nutrition, food, and agriculture;

(b) the improvement of education and admiration relating to nutrition, food, and agriculture, and the spread of public knowledge of nutritional and agricultural science and practice;

(c) the conservation of natural resources and the adoption of improved methods of agricultural production;

(d) the improvement of the processing, marketing, and distribution of food and agricultural products;

(e) the adoption of policies for the provision of adequate agricultural credit, national and international;

(f) the adoption of international policies with respect to agricultural commodity arrangements.

3. It shall also be the function of the Organization

(a) to furnish such technical assistance as governments may request;

(b) to organize, in cooperation with the governments concerned, such missions as may be needed to assist them to fulfill the obligations arising from their acceptance of the recommendations of the United Nations Conference on Food and Agriculture; and

(c) generally to take all necessary and appropriate action to implement the purposes of the Organization as set forth in the preamble.

ARTICLE II (MEMBERSHIP)

1. The original members of the Organization shall be such of the nations specified in annex I as accept this constitution in accordance with the provisions of article XXI.

2. Additional members may be admitted to the Organization by a vote concurred in by a two-thirds majority of all the members of the Conference and upon acceptance of this constitution as in force at the time of admission.

ARTICLE III (THE CONFERENCE)

1. There shall be a Conference of the Organization in which each member nation shall be represented by one member.

2. Each member nation may appoint an alternate, associates, and advisers to its member of the Conference. The Conference may make rules concerning the participation of alternates, associates, and advisers in its proceedings, but any such participation shall be without the right to vote except in the case of an alternate or associate participating in the place of a member.

3. No member of the Conference may represent more than one member nation.

4. Each member nation shall have only one vote.

5. The Conference may invite any public international organization which has responsibilities related to those of the Organization to appoint a representative who shall participate in its meetings on the condition prescribed by the Conference. No such representative shall have the right to vote.

6. The Conference shall meet at least once in every year.

7. The Conference shall elect its own officers, regulate its own procedure, and make rules governing the convocation of sessions and the determination of agenda.

8. Except as otherwise expressly provided in this constitution or by rules made by the Conference, all matters shall be decided by the Conference by a simple majority of the votes cast.

ARTICLE IV (FUNCTIONS OF THE CONFERENCE)

1. The Conference shall determine the policy and approve the budget of the Organization and shall exercise the other powers conferred upon it by the constitution.

2. The Conference may by a two-thirds majority of the votes cast make recommendations concerning questions relating to food and agriculture to be submitted to member nations for consideration with a view to implementation by national action.

3. The Conference may by a two-thirds majority of the votes cast submit conventions concerning questions relating to food and agriculture to member nations for consideration with a view to their acceptance by the appropriate constitutional procedure.

4. The Conference shall make rules laying down the procedure to be followed to secure:

(a) proper consultation with governments and adequate technical preparation prior to consideration by the Conference of proposed recommendations and conventions; and

(b) proper consultation with governments in regard to relations between the Organization and national institutions or private persons.

5. The Conference may make recommendations to any public international organization regarding any matter pertaining to the purpose of the Organization.

6. The Conference may by a two-thirds majority of the votes cast agree to discharge any other functions consistent with the purposes of the Organization which may be assigned to it by governments or provided for by any arrangement between the Organization and any other public international organization.

ARTICLE V (THE EXECUTIVE COMMITTEE)

1. The Conference shall appoint an Executive Committee consisting of not less than 9 or more than 15 members or alternates or associate members of the Conference or their advisers who are qualified by administrative experience or other special qualifications to contribute to the attainment of the purpose of the Organization. There shall be not more than one member from any member nation. The tenure and other conditions of office of the members of the Executive Committee shall be subject to rules to be made by the Conference.

2. Subject to the provisions of paragraph 1 of this article, the Conference shall have regard in appointing the Executive Committee to the desirability that its membership should reflect as varied as possible an experience of different types of economy in relation to food and agriculture.

3. The Conference may delegate to the Executive Committee such powers as it may determine, with the exception of the powers set forth in paragraph 2 of article II, article IV, paragraph 1 of article VII, article XIII, and article XX of this constitution.

4. The members of the Executive Committee shall exercise the powers delegated to

them by the Conference on behalf of the whole Conference and not as representatives of their respective governments.

5. The Executive Committee shall appoint its own officers and, subject to any decisions of the Conference, shall regulate its own procedure.

ARTICLE VI (OTHER COMMITTEES AND CONFERENCES)

1. The Conference may establish technical and regional standing committees and may appoint committees to study and report on any matter pertaining to the purpose of the Organization.

2. The Conference may convene general, technical, regional, or other special conferences and may provide for the representation at such conferences, in such manner as it may determine, of national and international bodies concerned with nutrition, food, and agriculture.

ARTICLE VII (THE DIRECTOR GENERAL)

1. There shall be a director general of the Organization, who shall be appointed by the Conference by such procedure and on such terms as it may determine.

2. Subject to the general supervision of the Conference and its Executive Committee, the director general shall have full power and authority to direct the work of the Organization.

3. The director general or a representative designated by him shall participate, without the right to vote, in all meetings of the Conference and of its Executive Committee and shall formulate for consideration by the Conference and the Executive Committee proposals for appropriate action in regard to matters coming before them.

ARTICLE VIII (STAFF)

1. The staff of the Organization shall be appointed by the Director General in accordance with such procedure as may be determined by rules made by the Conference.

2. The staff of the Organization shall be responsible to the Director General. Their responsibilities shall be exclusively international in character and they shall not seek or receive instructions in regard to the discharge thereof from any authority external to the Organization. The member nations undertake fully to respect the international character of the responsibilities of the staff and not to seek to influence any of their nationals in the discharge of such responsibilities.

3. In appointing the staff the Director General shall, subject to the paramount importance of securing the highest standards of efficiency and of technical competence, pay due regard to the importance of selecting personnel recruited on as wide a geographical basis as is possible.

4. Each member nation undertakes, insofar as it may be possible under its constitutional procedure, to accord to the Director General and senior staff diplomatic privileges and immunities and to accord to other members of the staff all facilities and immunities accorded to nondiplomatic personnel attached to diplomatic missions, or alternatively to accord to such other members of the staff the immunities and facilities which may hereafter be accorded to equivalent members of the staffs of other public international organizations.

ARTICLE IX (SEAT)

The seat of the Organization shall be determined by the Conference.

ARTICLE X (REGIONAL AND LIAISON OFFICES)

1. There shall be such regional offices as the Director General with the approval of the Conference may decide.

2. The Director General may appoint officials for liaison with particular countries or areas subject to the agreement of the government concerned.

ARTICLE XI (REPORTS BY MEMBERS)

1. Each member nation shall communicate periodically to the Organization reports on the progress made toward achieving the purpose of the Organization set forth in the preamble and on the action taken on the basis of recommendations made and conventions submitted by the Conference.

2. These reports shall be made at such times and in such form and shall contain such particulars as the Conference may request.

3. The Director-General shall submit these reports, together with analyses thereof, to the Conference and shall publish such reports and analyses as may be approved for publication by the Conference together with any reports relating thereto adopted by the Conference.

4. The Director-General may request any Member nation to submit information relating to the purpose of the Organization.

5. Each member nation shall, on request, communicate to the Organization, on publication, all laws and regulations and official reports and statistics concerning nutrition, food, and agriculture.

ARTICLE XII (COOPERATION WITH OTHER ORGANIZATIONS)

1. In order to provide for close cooperation between the Organization and other public international organizations with related responsibilities, the Conference may, subject to the provisions of article XIII, enter into agreements with the competent authorities of such organizations defining the distribution of responsibilities and methods of cooperation.

2. The Director-General may, subject to any decisions of the Conference, enter into agreements with other public international organizations for the maintenance of common services, for common arrangements in regard to recruitment, training, conditions of service, and other related matters, and for interchanges of staff.

ARTICLE XIII (RELATION TO ANY GENERAL WORLD ORGANIZATION)

1. The Organization shall, in accordance with the procedure provided for in the following paragraph, constitute a part of any general international organization to which may be entrusted the coordination of the activities of international organizations with specialized responsibilities.

2. Arrangements for defining the relations between the Organization and any such general organization shall be subject to the approval of the Conference. Notwithstanding the provisions of article XX, such arrangements may, if approved by the Conference by a two-thirds majority of the votes cast, involve modification of the provisions of this constitution: *Provided*, That no such arrangements shall modify the purposes and limitations of the Organization as set forth in this constitution.

ARTICLE XIV (SUPERVISION OF OTHER ORGANIZATIONS)

The Conference may approve arrangements placing other public international organizations dealing with questions relating to food and agriculture under the general authority of the Organization on such terms as may be agreed with the competent authorities of the organization concerned.

ARTICLE XV (LEGAL STATUS)

1. The Organization shall have the capacity of a legal person to perform any legal act appropriate to its purpose which is not beyond the powers granted to it by this constitution.

2. Each member nation undertakes, insofar as it may be possible under its constitutional procedure, to accord to the Organization all the immunities and facilities which it accords to diplomatic missions, including inviolability of premises and archives, im-

munity from suit, and exemptions from taxation.

3. The Conference shall make provision for the determination by an administrative tribunal of disputes relating to the conditions and terms of appointment of members of the staff.

ARTICLE XVI (FISH AND FOREST PRODUCTS)

In this constitution the term "agriculture" and its derivatives include fisheries, marine products, forestry, and primary forestry products.

ARTICLE XVII (INTERPRETATION OF CONSTITUTION)

Any question or dispute concerning the interpretation of this constitution or any international convention adopted thereunder shall be referred for determination to an appropriate international court or arbitral tribunal in the manner prescribed by rules to be adopted by the Conference.

ARTICLE XVIII (EXPENSES)

1. Subject to the provisions of article XXV, the Director-General shall submit to the conference an annual budget covering the anticipated expenses of the Organization. Upon approval of a budget the total amount approved shall be allocated among the member nations in proportions determined, from time to time, by the Conference. Each member nation undertakes, subject to the requirements of its constitutional procedure, to contribute to the Organization promptly its share of the expenses so determined.

2. Each member nation shall, upon its acceptance of this constitution, pay as its first contribution its proportion of the annual budget for the current financial year.

3. The financial year of the organization shall be July 1 to June 30 unless the Conference should otherwise determine.

ARTICLE XIX (WITHDRAWAL)

Any member nation may give notice of withdrawal from the Organization at any time after the expiration of 4 years from the date of its acceptance of this constitution. Such notice shall take effect 1 year after the date of its communication to the director general of the Organization subject to the member nation's having at that time paid its annual contribution for each year of its membership, including the financial year following the date of such notice.

ARTICLE XX (AMENDMENT OF CONSTITUTION)

1. Amendments to this constitution involving new obligations for member nations shall require the approval of the Conference by a vote concurred in by a two-thirds majority of all the members of the Conference and shall take effect on acceptance by two-thirds of the member nations for each member nation accepting the amendment and thereafter for each remaining member nation on acceptance by it.

2. Other amendments shall take effect on adoption by the Conference by a vote concurred in by a two-thirds majority of all the members of the Conference.

ARTICLE XXI (ENTRY INTO FORCE OF CONSTITUTION)

1. This constitution shall be open to acceptance by the nations specified in annex I.

2. The instruments of acceptance shall be transmitted by each government to the United Nations Interim Commission on Food and Agriculture, which shall notify their receipt to the governments of the nations specified in annex I. Acceptance may be notified to the Interim Commission through a diplomatic representative, in which case the instrument of acceptance must be transmitted to the Commission as soon as possible thereafter.

3. Upon the receipt by the Interim Commission of 20 notifications of acceptance, the Interim Commission shall arrange for this constitution to be signed in a single copy by the diplomatic representatives, duly au-

thorized thereto, of the nations who shall have notified their acceptance, and upon being so signed on behalf of not less than 20 of the nations specified in annex I this constitution shall come into force immediately.

4. Acceptances the notification of which is received after the entry into force of this constitution shall become effective upon receipt by the Interim Commission or the Organization.

ARTICLE XXII (FIRST SESSION OF THE CONFERENCE)

The United Nations Interim Commission on Food and Agriculture shall convene the first session of the Conference to meet at a suitable date after the entry into force of this constitution.

ARTICLE XXIII (LANGUAGES)

Pending the adoption by the Conference of any rules regarding languages, the business of the Conference shall be transacted in English.

ARTICLE XXIV (TEMPORARY SEAT)

The temporary seat of the Organization shall be at Washington unless the Conference should otherwise determine.

ARTICLE XXV (FIRST FINANCIAL YEAR)

The following exceptional arrangements shall apply in respect of the financial year in which this constitution comes into force:

(a) The budget shall be the provisional budget set forth in annex II to this constitution; and

(b) The amounts to be contributed by the member nations shall be in the proportions set forth in annex II to this constitution: *Provided*, That each member nation may deduct therefrom the amount already contributed by it toward the expenses of the Interim Commission.

ARTICLE XXVI (DISSOLUTION OF THE INTERIM COMMISSION)

On the opening of the first session of the Conference, the United Nations Interim Commission on Food and Agriculture shall be deemed to be dissolved and its records and other property shall become the property of the Organization.

ANNEX I. NATIONS ELIGIBLE FOR ORIGINAL MEMBERSHIP

Australia	Iran
Belgium	Iraq
Bolivia	Liberia
Brazil	Luxembourg
Canada	Mexico
Chile	Netherlands
China	New Zealand
Colombia	Nicaragua
Costa Rica	Norway
Cuba	Panama
Czechoslovakia	Paraguay
Denmark	Peru
Dominican Republic	Philippine Commonwealth
Ecuador	Poland
Egypt	Union of South Africa
El Salvador	Union of Soviet Socialist Republics
Ethiopia	United Kingdom
France	United States of America
Greece	Uruguay
Guatemala	Venezuela
Haiti	Yugoslavia
Honduras	Provision for new members

	Percent
Canada	5.06
Chile	1.15
China	6.50
Colombia	.71
Costa Rica	.05
Cuba	.71
Czechoslovakia	1.40
Denmark	.62
Dominican Republic	.05
Ecuador	.05
Egypt	1.73
El Salvador	.05
Ethiopia	.29
France	5.69
Greece	.38
Guatemala	.05
Haiti	.05
Honduras	.05
Iceland	.05
India	4.25
Iran	.71
Iraq	.44
Liberia	.05
Luxemburg	.05
Mexico	1.87
Netherlands	1.38
New Zealand	1.15
Nicaragua	.05
Norway	.62
Panama	.05
Paraguay	.05
Peru	.71
Philippines	.25
Poland	1.19
Union of South Africa	2.31
Union of Soviet Socialist Republics	8.00
United Kingdom	15.00
United States of America	25.00
Uruguay	.58
Venezuela	.58
Yugoslavia	.71
Total	100.00
Provision for new members	2.00

Mr. AUSTIN. I thank the Senator.

Mr. REVERCOMB. I wish to say to the Senator from Vermont that he did use the language further, as appears on page 7987 of the RECORD, in answer to a question propounded by the Senator from Kentucky—quoting the Senator from Vermont:

There is no other obligation whatever, and the United States and every other member of this Organization will be just as free after it signs and becomes a member as it was before. It will be vastly richer, however.

In the light of that statement, I hope that when this constitution may be adopted the view expressed here will be the understanding of the Senator from Vermont, that we enter this organization without destroying the freedom of the people of this country in any respect whatsoever, that we have no intention of setting up an international organization which may make recommendations which are destructive in any sense of the right of a man to select the community in which he may live, and that in no sense do we accede to the recommendations contained in the prior report from Hot Springs, which recommend that people be moved from community to community in our own country, and moved from one country to another. That is the apprehension I have about this whole measure. If the organization is set up and we enter into it with this recommendation, made prior to the constitution itself, by the same representatives who are interested in creating this world organization on agriculture and food, we do so with full

notice that the same recommendation can be made again.

Mr. AUSTIN. Mr. President, will the Senator yield?

Mr. REVERCOMB. I yield.

Mr. AUSTIN. I regret that the Senator from West Virginia keeps talking about that subject.

Mr. REVERCOMB. It is the most important part of it.

Mr. AUSTIN. In my opinion it does not belong here, and would not be here if the Senator did not import it into the debate. I wish to say to the Senator that never until I heard him read here yesterday from that document have I, in all the discussions, lasting more than a year and a half, heard that idea even discussed. In all the work sheets which represented this constitution from time to time that thought never was intruded, and it does not color in the least the product which is before us now, and it should not be considered in connection with this question. I fear the Senator is doing his cause harm by emphasizing that point.

Mr. REVERCOMB. Let me say to the Senator from Vermont, I am certain that he does not subscribe to the idea which I have read from the recommendations of the Hot Springs Conference.

Mr. AUSTIN. Of course not.

Mr. REVERCOMB. But at the same time, even though he does not subscribe to it, the representatives of the United States Government at that food conference subscribed to it, and signed that recommendation, and what the Senator from Vermont and I may subscribe to is a very different thing from what has been actually done in the way of a recommendation by representatives of the United States.

I can understand some other country subscribing to the idea and recommending international migration of people, but I cannot for the life of me understand any administration of this country or any representative of the free American Government signing such a recommendation. To say that I have imported this into the argument is not correct. I did not import it very far, because this is the report and the recommendation of the first conference which was held.

Mr. AUSTIN. Mr. President, will the Senator yield for a suggestion at that point?

Mr. REVERCOMB. I yield.

Mr. AUSTIN. That characterization of it might be confused with something else which is referred to in the joint resolution. What is referred to in the joint resolution as the first report is something entirely different from what the Senator is discussing.

Mr. REVERCOMB. Yes; the report referred to in the joint resolution is the report of August 1, 1944.

Mr. AUSTIN. That is correct, and it is entitled "First Report to the Governments of the United Nations by the Interim Commission on Food and Agriculture." I want to make certain that the record is kept straight on what the identification of that is.

Mr. REVERCOMB. I think I have kept it straight. I have certainly tried to do so, because this is a report after

ANNEX II. BUDGET FOR THE FIRST FINANCIAL YEAR

The provisional budget for the first financial year shall be a sum of 2,500,000 United States dollars, the unspent balance of which shall constitute the nucleus of a capital fund.

This sum shall be contributed by the member nations in the following proportions:

	Percent
Australia	3.33
Belgium	1.28
Bolivia	.29
Brazil	8.46

the first meeting held by the United Nations at Hot Springs, Va., from May 18 to June 3, 1943.

Mr. VANDENBERG. Mr. President, may I submit a question to the Senator from West Virginia?

Mr. REVERCOMB. I shall be very glad to have the Senator do so.

Mr. VANDENBERG. I call the Senator's attention to the fact that when the original draft of the pending constitution for this international food organization came to the Senate Committee on Foreign Relations, it contained numerous suggestions which were wholly unacceptable and wholly unsatisfactory to the members of the committee. I would say that in its original form the committee almost unanimously would have thrown it out the window.

As a result of that attitude, the Foreign Relations Committee created a special subcommittee to filter the entire product and create a new one, and it was at that point that the able Senator from Vermont [Mr. AUSTIN] and the able Senator from Utah [Mr. THOMAS] served a very useful function. The net product they brought back to us was shed of all of these things which were so objectionable in the first instance. I recall that the Senator from Vermont did me the courtesy of submitting the original document to me and suggesting that I give him my comment in writing, and I gave him a memorandum complaining just as bitterly about the terms of the subsequent document as the Senator now complains about this ancient document.

Mr. REVERCOMB. I may say to the Senator at this point that the ancient document of which the Senator speaks—

Mr. VANDENBERG. I am trying to discriminate between that and this.

Mr. REVERCOMB. Meaning the Hot Springs document?

Mr. VANDENBERG. Yes.

Mr. REVERCOMB. Was one which was signed by our American representatives, containing recommendations. Are the representatives of our country going to make recommendations under the new constitution?

Mr. VANDENBERG. I shall ask the Senator a question in a moment if he will be patient with me. The Senator's complaint against the original document is no more strenuous, I repeat, than the complaint of the membership of the committee against the document which reached us, upon which the pending joint resolution is based. After it went through the wringer and came back with all these objectionable matters eliminated, would the Senator from West Virginia say that that process leaves us bound in any fashion whatsoever by the objectionable matter which has been eliminated, or would not the Senator say that the very act of elimination has emphasized the fact that we disagree with the things we eliminated? I suggest that to the Senator from West Virginia, because when I vote for the pending joint resolution I shall vote on the theory that the things that have been eliminated have been eliminated for keeps. And certainly the point the

able Senator from West Virginia speaks of would have to be eliminated for keeps, so far as I am concerned.

Mr. REVERCOMB. I am quite sure that it would have to be eliminated for keeps so far as the Senator from Michigan is concerned. And I will say that this debate and this discussion have clarified the subject very much. Such statements as have been made by the Senator from Vermont and the Senator from Michigan have revealed to the Senate the important work that was done here. But I go one step further in answer to the Senator's question, and particularly in answer to the second part of it concerning elimination. I am confronted with the fact that representatives of the administration of the United States Government went into conference, just such a one as will be held under this constitution, and came back here with their names signed to a document recommending the migration feature. I cannot understand it. I cannot condemn it too strongly.

Mr. VANDENBERG. The Senator, if he will let me say so, is also confronted with the fact that the thing he condemns was so totally eliminated that it did not even reappear in the draft which we worked upon in the Foreign Relations Committee, and I submit to the Senator that it is even more persuasive to me as to the attitude of Congress toward the question, that it has been thrown out, plowed under, eliminated, totally rejected. I submit to the Senator that that is even more eloquent a factor of safety than if that had not occurred.

Mr. THOMAS of Utah rose.

Mr. REVERCOMB. Mr. President, I shall yield to the Senator from Utah in a moment. Let me make this answer. I wish to say to the Senator that the committee did throw out the recommendation—

Mr. AUSTIN. No, no.

Mr. VANDENBERG. It was out before it reached us.

Mr. AUSTIN. We never had a chance to throw it out. It was not in the document which came to us.

Mr. REVERCOMB. Well, it was certainly in it in the year 1943, when the American representatives signed the document containing that recommendation. The fact that Senators here today do not approve of the migration feature does not mean that whoever we designate to represent this country in the organization will not come forth with a similar recommendation. The constitution is not a group of recommendations. It is a provision for recommendations; such recommendations as were contained in the report.

Mr. BARKLEY. Mr. President, will the Senator yield?

Mr. REVERCOMB. I yield.

Mr. BARKLEY. Not only did the conference which wrote the constitution eliminate all the things to which the Senator objects, but under the constitution itself, if the recommendations should be repeated they could not be included unless the Congress of the United States agreed to them.

Mr. REVERCOMB. Let me say, Mr. President, that there is no elimination of

that recommendation because the constitution is not a constitution of recommendations. Recommendations are not eliminated. The document from which I have read contains the recommendations that would be had under the constitution if the members saw fit to make them, and the fear which I have, let me say to the Senator—

Mr. BARKLEY. They would not be recommendations unless they were repeated. They may have been recommendations made in 1943. They were not included in the constitution. We are not voting upon the recommendations, and in order for them ever to be voted on they would have to be repeated. We would still have the right to throw them out as they were thrown out by the Organization before the constitution was written.

Mr. REVERCOMB. Of course no recommendation is included in the constitution. It is not set up as a recommendation. It is set up and given the power of recommendation just as was attempted in the first instance. The apprehension I have, Mr. President, I repeat, is: Will the representatives of our Government in the Organization do this again under the constitution? There is every reason to believe, since they did it once, that they will, and come back to us with a recommendation of the kind to which I have referred.

Mr. BARKLEY. The representatives may not even be the same individuals, but even if they should make the recommendations they would have no effect unless Congress should adopt them.

Mr. REVERCOMB. But it is one step toward putting the recommendation into effect, and in view of the history of the setting up of the Food Conference, under which recommendations were made for migration of people from country to country, I think we are put on notice that we may again be presented with a similar recommendation.

Mr. THOMAS of Utah. Mr. President, will the Senator yield?

Mr. REVERCOMB. I yield.

Mr. THOMAS of Utah. Mr. President, I do not want to get into an argument about the matter which is now before the Senate. I think the argument stage has passed. But I think it is proper to point out that if there is any force in what the Senator from West Virginia is stating it is by way of confirmation of the constitutional theory of the Government of the United States which is, as I understand, that before any international agreement is entered into there shall be the advice and consent of the Senate of the United States to the agreement.

Mr. President, many of us have always felt that advice and consent were two separate propositions, and that probably a little advice before negotiation would often be a good thing in this Government of ours. It has been pointed out that lately our Government has proceeded along that line, and representatives of this body were sent to the International Labor Conference a year ago last May; representatives of this body were sent to Mexico; representatives of this body were sent to San Francisco.

I agree with the arguments the Senator has made to the extent that I will say it was a mistake that representatives of this body were not also sent to the Virginia conference. I wish to make that statement now because if there has ever been a time in the history of the United States when a document which might be called a treaty has been considered, and considered properly, this is the time. That is proved by the appointment of the subcommittee, the way in which the subcommittee worked, the reporting of the subcommittee's deliberations back to the various nations, the acceptance of the subcommittee's suggestions by the other nations, and finally the constitution itself presented here for consideration, on the recommendation of the subcommittee that it be presented, not as ordinary treaties are presented, but in such a way that both the House of Representatives and the Senate should act upon it.

I point out that all the safeguards that belonged to the people at the time of founding of our Constitution—that liberty should be maintained by a balance of powers and by checks, as well as every other safeguard—have been observed. The Senator from Vermont [Mr. AUSTIN] former Senator Gillette, and I, in offering suggestions about this constitution, and actually wording many of its provisions, were thinking in terms of the way in which the Constitution of the United States was established.

Mr. President, I am sorry that I have missed the debate. In addition to what I have said, let me say further that, while the Senator from West Virginia has questioned certain things, we also questioned every one of them, as he would have us question them. As a subcommittee, we thought we should question them. It was our duty. When the document was finished, we heartily supported it, as it should be supported, as a necessary thing.

I think we ought to be just, as well as correct, in considering what took place back in 1943. Conditions in the world were very different in 1943 than they are today.

Mr. REVERCOMB. Let me interrupt the Senator at this point, if I may. What conditions obtaining in 1943 would justify the United States in subscribing to a plan to place in the hands of a world organization the power to cause people to migrate, and command them to migrate, from one country to another?

Mr. THOMAS of Utah. In 1943 the United States Government was carrying on negotiations with the Mexican Government to bring Mexican laborers into the United States to take care of our crops, and we have Mexican laborers in the United States today. The Senator knows that to be so.

Mr. REVERCOMB. That is a purely temporary thing, and it has been going on for years.

Mr. THOMAS of Utah. It is purely temporary, and it is all done in accordance with the laws of the United States. Nothing will be done under this agreement to interfere with the fundamental laws of the United States or the laws of other countries. But at that very time the people of the world knew that farm

laborers and other laborers had been made captive and actually taken from one country to another.

Mr. REVERCOMB. Let me interrupt again. Under no definition could the transitory labor which has been brought in from Mexico and from some of the West Indies islands to take care of crops in season and moved out later be called settlers. Let me read the language in the recommendations signed by our own representatives at that meeting:

Where emigration is possible, an international organization should support arrangements to provide safeguards for the settlers and for the countries concerned, and to facilitate the movement through other appropriate means.

They were not dealing with the transitory labor from Mexico referred to by the able Senator. They were dealing with settlers, permanent residents.

Mr. THOMAS of Utah. Mr. President, they were dealing with every type of migratory labor known to man. Approximately 40 nations were represented, and each of those nations had a different problem. But never was it suggested, and never could it be suggested, that an international agreement would interfere with the laws of a given nation with regard to migratory labor or settlement. The words which were used—

Mr. REVERCOMB. Mr. President, let me interrupt the Senator.

Mr. THOMAS of Utah. I am not arguing. I am explaining, because this whole thing is past and done. As was pointed out by the Senator from Vermont—

Mr. REVERCOMB. The Senator has stated that the proposed organization would not invade the laws of any country. I take it the Senator has read the final act of the meeting at Hot Springs, Va., in 1943. Upon reading it, does he not find that an international organization is proposed to be set up to deal with migration intranationally, inside the country, and internationally, from one country to another? If the recommendations were carried out, if the international organization would not have authority to deal with the question, then I do not know how authority could be given to any agency to deal with the migration of people.

Mr. President, we have discussed this question at some length. I believe that further argument is unnecessary. In closing, I wish to point out that in considering this joint resolution and acting upon it, we do so with notice served upon us, not that other countries want an international control of migration of people from one country to another, but that our own administration in this Government and its representatives have approved, at a secret meeting, a recommendation which would place in the hands of the International Organization on Food and Agriculture the power to deal with migration from one country to another, including our own.

I submit, Mr. President, that with that notice given to us of the danger, and with the right of recommendation existing in the organization to which we are about to subscribe, I have grave doubts of the wisdom of this country subscribing to such an organization under such notice.

Mr. BUSHFIELD. Mr. President, I have listened with very deep interest to the debate which has occurred during the past 2 days upon the so-called food constitution submitted to the Senate for adoption or rejection. I have followed the proposed program from its inception, at the time when the President called the Hot Springs Conference. I think the distinguished Senator from West Virginia has just cause for the apprehension he has expressed about what is behind the proposed constitution. In the constitution itself, so far as its language goes, there is perhaps nothing to be alarmed about; but, Mr. President, from the very beginning there has been a complete pattern of what is behind this movement. I recall very well the circumstances of the Hot Springs Conference. Representatives of 44 nations were brought here during the war and were housed at Hot Springs, Va. Armed soldiers were stationed around the buildings in which the Conference was housed. Representatives of the newspapers were not permitted to go there. Members of Congress were not there. I do not know whether they would have been thrown out if they had attempted to attend, but they were not there and they were not invited. During the agitation which occurred at that time, as I remember so well, some 15 Senators met in this building, as I remember, at the call of the Senator from Texas [Mr. CONNALLY] to discuss the question whether the United States Senate should be represented at the Conference at Hot Springs. A number of representatives of the State Department were present that day. Some very strong expressions of opinion were made by Senators with reference to the fact that the public, the newspapers, and we were apparently being excluded from any participation or listening in at the Conference. I remember very well that a representative of the State Department, a distinguished gentleman, made this observation before us that day: "If I had anything to do about it, you would be there. But the White House does not want you there."

Mr. President, I do not recite that in order to refer to the White House, but simply to indicate the pattern which was drawn for that Conference and the subsequent things which happened. Following the Conference session, for several months there was what was called an interim commission whose task it was to draw up recommendations and plans for handling the food of the world. It worked all summer. I remember that I made a speech in this Chamber in March 1944, after I had discussed the tentative program with many of those who were interested in it and had received information regarding what they were planning to do. At that time I pointed out, in March 1944, the things we could expect from this Food Conference in the way of recommendations, in the way of treaties, and in the way of proposed legislation. No one paid any attention to it at that time, but I stated in substance that legislation was already in preparation to put over these plans and to control the food of the world and the farmers of the United States.

While the Foreign Relations Committee has stated—I have no reason to doubt it—that those suggestions were thrown out the window, I think the distinguished Senator from West Virginia has ample reason for being apprehensive because of the pattern, the thinking, and the belief of those in the administration who are planning and scheming to have this proposal adopted.

I do not know whether, with the subsequent action of the Congress, the Constitution will perhaps permit that being done. But I am sure the Senate will be interested in some of the thinking of certain persons who are employed in various departments in Washington. I am sure the Senate will be interested in what those persons think with reference to this important subject. I wish every farmer in the United States knew what are some of the plans.

Yesterday it was stated that the farm organizations, or at least some of them, approved this plan. I doubt very much if the officials who made the recommendation ever read the secret recommendations and plans which have been made for this organization.

Mr. President, I invite the attention of the Senate to four or five recommendations in this plan. I quote from a report entitled "What Postwar Policies for Agriculture?" and furnished only upon request by the Department of Agriculture in January 1944. I quote from page 3 of that report:

But national policy should not undertake to support in agriculture everyone who may choose to live on a farm, without proper consideration for his contribution to the national welfare.

What does that statement mean? It can mean only one thing. Someone or some agency in Washington is planning and hoping to obtain power in order that it may say to the farmers of the United States, "You do not belong in farming, you cannot make a living in farming, so we will transfer you to another industry or to another trade." Somebody, a super father, if you please, Mr. President, is going to plan our lives for us on the farm. Being intensely interested in agriculture, and representing a farming State, I want the people of my State to know what the officers of this Government are thinking of and planning for them.

I invite now attention to another paragraph under the section entitled "Good Land-Tenure Conditions." It reads as follows:

We believe that private property is a public trust, and that wherever public and private interests in land use conflict the public interest should prevail.

Mr. President, that is an astounding statement. Again some individual, some supergod, if you please, who knows all, thinks all, and does all in Washington, is going to say to the American farmer that the use of his land must be determined by that individual or by that particular public agency, and that in its high opinion it will be important that the use of the land be devoted to purposes which the agency shall select instead of to the purposes which may be selected by the occupant of the land.

Mr. THOMAS of Utah. Mr. President, will the Senator yield?

Mr. BUSHFIELD. I yield.

Mr. THOMAS of Utah. I wonder if it would not be proper to ask the Senator from South Dakota to suggest just what the American farmer will say in reply to such a demand if it should be made.

Mr. BUSHFIELD. I do not believe I understood the Senator's inquiry.

Mr. THOMAS of Utah. Inasmuch as the Senator is interpreting what the Department of Agriculture intends to do to our farmers, why should he not interpret the minds of the farmers and say what the farmer will reply in case the suggestion is made to him as stated by the Senator from South Dakota.

Mr. BUSHFIELD. I do not know what the department would say, but I know what the average farmer in my State would say.

Mr. THOMAS of Utah. I know what the average farmer in every State would say.

Mr. BUSHFIELD. I am glad to hear the Senator say so.

Mr. THOMAS of Utah. I think, Mr. President, that when it is assumed that some particular official of the Government will say a certain thing to some farmer, it is proper to carry the assumption a little further and state what the farmer will say in reply.

Mr. BUSHFIELD. I am sure that the distinguished Senator from Utah and I both agree on what the American farmer would and should say.

Mr. President, I wish to read further from the report to which I have referred. On page 7 appears the following:

Experience has demonstrated that for some land private ownership serves no public purpose; these lands should be returned to public ownership.

Mr. President, who is to make that decision? Are we going to give some agency in the Federal Government power completely to disrupt the local taxing and governing units among the farm population of this country? The language which I have read can mean only something of that nature.

Here is another statement which is along the line suggested by my distinguished colleague from West Virginia. From page 8 I read the following:

We are not advocating a regimented mass movement of people from the submarginal areas to newly developed areas. Much of the movement would and should be by gradual and successive infiltration, because a large part of the available good land consists of small tracts located in established agricultural areas. But making new land available is an essential step in the process of stimulating and accommodating the required shift of farm population from submarginal areas—a step often insufficiently provided for in past programs.

I wish to invite the attention of the Senator from West Virginia to a portion of the program which our representatives are scheming about and thinking about. From page 9 of the report I read the following:

According to the census, we have about 6,000,000 farms in the United States. At least two and one-half millions of these can probably never be made to fit our definition of family farms. Some are part-time farms—

their occupants devote only part of their time to farming and receive a substantial share of their income from nonfarm employment. Most of them, however, are occupied by marginal and subsistence farmers and unfortunate people who, as a result of economic pressure or inertia, have to depend for a living almost wholly on the inadequate produce of small or unproductive farms.

Mr. President, I am not quarreling with the opinions or the hopes of the persons who issue this kind of tripe, but I join with the Senator from West Virginia in wondering whether such stuff is going to be handed out under this food constitution to the American people and to the Congress. That is why I am apprehensive. I know, after a year and a half of study of some of the officials of our Government, and from contacts with them, that many of them have plans of the kind set forth in the language which I have read.

Mr. BURTON. Mr. President, I wish to ask a question for information. I made a similar request yesterday, but was not fully answered. I direct my question to the senior Senator from Vermont [Mr. AUSTIN].

In article XXI, paragraph 3, of the constitution of the Food and Agriculture Organization of the United Nations reads as follows:

Upon the receipt by the Interim Commission of 20 notifications of acceptance the Interim Commission shall arrange for this constitution to be signed in a single copy by the diplomatic representatives, duly authorized thereto, of the nations who shall have notified their acceptance, and upon being so signed on behalf of not less than 20 of the nations specified in annex I this constitution shall come into force immediately.

Yesterday I was advised by the majority leader that 23 nations had accepted membership, but I was not advised as to whether the ceremony had been held within the permission of the constitution, and was not advised as to whether it is now in effect. Can the senior Senator from Vermont answer the question?

Mr. AUSTIN. If the Senator from South Dakota will yield, the only answer I can make at this time appears in the report at page 20, in a letter from the Assistant Secretary of State, Dean Acheson, to me, dated March 15, 1945, in which there appears the following:

As matters now stand, the first report of the governments of the United Nations by the Interim Commission on Food and Agriculture, dated August 1, 1944, recommended a constitution for the proposed organization but the constitution cannot come into force until at least 20 nations have signified acceptance. Up to now 18 countries have accepted.

I cannot say whether since that time countries have accepted. I heard the statement by the distinguished leader of the majority, and if it was meant to be specifically correct about the matter, a sufficient number of countries have accepted to bring the Organization into being, that is, 23; but I know nothing of it of my own knowledge except what appears in the report.

Mr. BURTON. Mr. President, the majority leader did not say that the steps had been taken. He merely said 23 member nations had accepted, and I call the attention of the Senator from Ver-

mont to a statement on page 19 of the report, in which Dean Acheson, Assistant Secretary of State, under date of March 13, commented in this language:

Inasmuch as 18 countries have already accepted, including the United Kingdom and China, it would appear reasonable to believe that the Organization can and will come into being very quickly after acceptance by the United States.

So I think they contemplated that it would not come into being until after the acceptance by the United States.

Mr. AUSTIN. Yes; possibly.

Mr. BURTON. It would appear, therefore, that if the senior Senator from Kentucky yesterday made a correct statement when he said that 23 had accepted, the constitution is in a position to be put into effect immediately, if it has not already gone into effect.

Mr. AUSTIN. I think so.

Mr. WILLIS. Mr. President, I should like to direct a question to the senior Senator from Vermont for the purpose of getting some information. On page 5 of the report, in article XVII, we find this language:

Any question or dispute concerning the interpretation of this constitution or any international convention adopted thereunder shall be referred for determination to an appropriate international court or arbitral tribunal in the manner prescribed by rules to be adopted by the Conference.

What would be an appropriate international court?

Mr. AUSTIN. After the organization of the United Nations, under the charter which we are about to consider next week, the court set up under that document would be the appropriate court.

Mr. WILLIS. This anticipates the completion of action on the charter and its going into effect.

Mr. AUSTIN. Yes. This whole movement is articulated with the effort for a United Nations Organization, and it is one of the organizations referred to in the charter.

Mr. WILLIS. Assuming the United States were involved in a dispute, would it be bound by the interpretation of the International Court?

Mr. AUSTIN. If the United States consented to the jurisdiction of the court it would be.

Mr. WILLIS. We agree in this instrument, do we not, that we will accept such jurisdiction?

Mr. AUSTIN. No. The charter provides only for a judicial tribunal the jurisdiction of which is not compulsory unless the option provided in the charter is exercised.

Mr. WILLIS. The language here is, "Any question of dispute concerning interpretation shall be referred for determination to an appropriate international court."

Mr. AUSTIN. Of course, this is in line with the efforts of all civilized and peace-loving nations to adopt peaceable methods of settlement of controversies among nations, instead of resorting to war.

Mr. WILLIS. Then, under that theory, we would be bound to accept, if we wanted to cooperate with this international program?

Mr. AUSTIN. No; we first would have to be a party to a reference to an appropriate tribunal, and we would be bound if we agreed to be bound by it. There is nothing in this provision which binds the United States in advance to the jurisdiction of any specific tribunal.

Mr. WILLIS. It seems to me the language states clearly that we shall be bound if we subscribe to this agreement.

Mr. AUSTIN. It binds the United States to do just what it says.

Mr. WILLIS. To refer the controversy to the court.

Mr. AUSTIN. Yes; "any question of dispute concerning the interpretation of this constitution or any international convention adopted thereunder."

Mr. WILLIS. If we wanted to continue to cooperate in the organization we probably would have to accept the finding, would we not?

Mr. AUSTIN. There is nothing in the constitution which says so, but the moral responsibility of this country would cause us to be bound. We would never refer questions to an arbitral tribunal and then repudiate the decision, and we are saying to the world by this article XVII that we are not only subscribing to the idea of peaceful settlement of disputes but we are advocating it and we are leading in that direction.

Mr. WILLIS. I agree with that doctrine, but in a dispute which might arise a decision might be rendered by a super court by which we did not wish to abide. How could be honorably withdraw?

Mr. AUSTIN. Will the Senator answer a question by me?

Mr. WILLIS. I shall try to.

Mr. AUSTIN. How would the Senator suggest that this be changed?

Mr. WILLIS. I would suggest that the article be eliminated and the clarification of disputes could be made by amendments as provided elsewhere, which amendments would be subject to the approval of the Congress of the United States.

Mr. AUSTIN. Then, if we had a disagreement with Great Britain respecting interpretation of this constitution, or a treaty made under it, the Senator would want to have both countries go to a determination of that issue by war?

Mr. WILLIS. Oh, no; I do not think that is involved.

Mr. AUSTIN. That is just what it involves. It involves a promise to use other means than war for the interpretation of this constitution and treaties made thereunder. That is what it means.

Mr. WILLIS. I would say to the Senator, then, that if failure to respect the provisions of this article might lead us to war, or cause us to invoke the veto right of the charter, it is of such a serious nature that I certainly think the article should be withdrawn and the United States permitted to decide for itself, on such an occasion, as to whether it wanted to be bound by the interpretation of a court.

Mr. AUSTIN. That is exactly what leads to war, when a country is so nationalistic that it will not agree to submit questions of interpretation as between itself and its vis-à-vis in a con-

tract to a tribunal to pass upon them, that is what leads to war. If each country party to such a controversy insists that it alone shall pass upon its interpretation, we will never arrive at a peaceable settlement of a dispute. Each country simply adheres to its interpretation.

Mr. WILLIS. It seems to me that then we are committing ourselves to a much more serious obligation than has been heretofore represented in connection with this matter.

Mr. AUSTIN. No; there has been no representation excepting the constitution itself with respect to the constitution, and I took great care earlier today to have it printed in the debate, so that such a claim as that made by the Senator from Indiana could not confront me later. It has confronted me now within a few moments, but the RECORD shows that I inserted the text of the constitution in the RECORD, so that the entire statement as found in the constitution would be my representation.

Mr. MILLIKIN. Mr. President, will the Senator yield?

Mr. WILLIS. I yield.

Mr. MILLIKIN. I should like to ask the distinguished Senator from Vermont whether we could be brought into a court of the type he describes without our agreement on the reference?

Mr. AUSTIN. Mr. President, my answer would be "No."

Mr. BURTON. Mr. President, will the Senator from Indiana yield to me so that I may also direct a question to the senior Senator from Vermont?

Mr. WILLIS. I yield.

Mr. BURTON. Bearing on the same question I should like to ask the Senator from Vermont this question: As I understand article XVII, it does not relate to the reference of a dispute in which a judgment is to be rendered for or against the parties to the dispute; it has to do with the reference to a court of a request for an interpretation. This is all it amounts to, that here we have the constitution, and if we wish an interpretation of what it means, we then ask a particular court what it means, and there is where the article stops.

Mr. AUSTIN. That is my understanding.

Mr. WILLIS. But under that interpretation we are binding ourselves to accept some other interpretation that we have not here considered.

Mr. BURTON. As I see it, this, first of all, does not bind the United States to the jurisdiction of any international court for the settlement of a dispute or an adjudication, but it does bind the United States, as I would see it, as a party to this constitution, that if we are in doubt, or somebody else is in doubt as to what it means, we have agreed that the question may be referred to a particular international court for an interpretation, and then, as the senior Senator from Vermont has said, it would rest upon our good faith as to whether or not we would accept the interpretation.

Mr. WILLIS. That decision would come later. It might be an interpretation different from that we now construe.

I should like to ask the Senator from Vermont another question, perhaps a minor one. We find that the amount which the United States is to subscribe to this organization is 25 percent of the total amount, and that has been interpreted to be, I think, about \$1,250,000 for a full year. Under what formula was that amount determined? This applies also to other organizations of a similar character. What formulas have been used in determining the amount for which we are committed?

Mr. AUSTIN. I do not know under what formula it was determined. I can only guess that the economic resources of the various members, their population, their interests, and such factors were taken into consideration by the Interim Conference in arriving at the various ratios which appear on page 7 of the report. By contrast, the distinguished Senator will notice that as against the 25 percent for the United States the United Kingdom has 15 percent, and as against 25 percent for the United States Uruguay has less than 1 percent; that is, fifty-eight one hundredths of a percent. And so it goes. The table before us is not arbitrary and is not binding forever and ever. The provision of the constitution relating to a budget enables the organization to adapt itself to any changing situation.

Mr. WILLIS. I will say to the Senator that I have never been able to find anyone who could explain the formula under which the United States is being asked to pay a much greater sum than other nations in this organization are asked to pay. The United Kingdom would provide 15 percent. The United Kingdom has a much greater area, has a much larger population, and probably has much greater natural resources than the United States.

The Union of Soviet Socialist Republics is set down for 8 percent.

Mr. AUSTIN. Is the Senator addressing those remarks to me? If so I should like to reply that I think he is in error about the United Kingdom with respect to—

Mr. WILLIS. The United Kingdom is set down for 15 percent.

Mr. AUSTIN. No; that is not what I mean. I meant to speak of area. The reference is not to the entire British Commonwealth of Nations.

Mr. WILLIS. Then the sums are probably a fair comparable amount.

Mr. AUSTIN. Yes.

Mr. WILLIS. Russia is to pay 8 percent. Russia has vastly greater agricultural areas than we have, has a vastly greater population, and much greater natural resources. I understand Russia does not have one dollar of national debt, whereas the United States will have a national debt of approximately \$300,000,000. It seems to me that those who set up these formulae are not properly protecting the future welfare of the United States.

Mr. THOMAS of Utah. Mr. President, will the Senator yield?

Mr. WILLIS. I yield.

Mr. THOMAS of Utah. I should like to add to the discussion that the technique used and followed here is the same

as has been used in apportioning the expenses among the nations of the world since the institution of the International Postal Union. There is no difference between them. If we go through the list we may discover some arbitrary spots here and there. Perhaps some nation is paying a little more than it should pay. But the scheme has worked very well since the establishment of the International Postal Union, and I think it will continue to work. I think we sometimes make comparisons without adding up all the factors involved. Some may assume that we are paying more than our share, but when we consider the matter of agricultural production and other production, as well as what we will gain from cooperation, I believe we will find the apportionment to be fair.

Mr. BUTLER. Mr. President, I should like to ask the Senator from Utah a question. He was answering a question directed to him by the Senator from Indiana and making an explanation of the difference in the percentage of the support which is requested from the United States to the organization under discussion now, and from other nations who are represented. I should like to invite the Senator's attention to the list of nations who belong to UNRRA. During the last few days the Byrd committee has been holding hearings in connection with our contribution to the support of the program conducted under UNRRA. I have compared the nations on the UNRRA list with the nations listed in the bill under consideration. They are exactly the same. There are 44 of them, beginning with Australia and ending with Yugoslavia. The division of the expense in the support of UNRRA is based on some formula. In that case the United States contributes \$1,350,000,000, or 72 percent of the total. In the case of the bill under consideration, for some reason the percentage allotted to the United States is 25 percent, if the figures given by the Senator from Indiana are correct.

I should like to know why that difference exists. If the United States is able to support only 25 percent of the program of the bill under consideration, how can the United States expect to support 72 percent of the program for UNRRA, in which exactly the same nations are included?

Mr. THOMAS of Utah. Mr. President, I have no more answer to that question than the Senator from Nebraska has, except to say that the factors are very different, and the facts connected with the two organizations are very different.

The PRESIDING OFFICER. The hour of 2 o'clock has now arrived. Under the unanimous-consent agreement heretofore adopted debate on the joint resolution and all amendments thereto is ended.

The joint resolution is before the Senate and open to amendment. If there be no amendment to be proposed, the question is on the third reading of the joint resolution.

The joint resolution (H. J. Res. 145) was ordered to a third reading, read the third time, and passed.

MESSAGE FROM THE HOUSE

A message from the House of Representatives, by Mr. Chaffee, one of its reading clerks, announced that the House had severally agreed to the amendment of the Senate to the following bills of the House:

H. R. 1851. An act for the relief of the widow and three children of Greenfield Payne;

H. R. 2032. An act authorizing general shore-line investigations at Federal expense, and to repeal an act for the improvement and protection of the beaches along the shores of the United States, approved June 26, 1936; and

H. R. 2899. An act for the relief of Dr. Jabez Fenton Jackson and Mrs. Narcissa Wilmans Jackson.

ENROLLED BILLS SIGNED

The message also announced that the Speaker had affixed his signature to the following enrolled bills, and they were signed by the President pro tempore:

S. 1270. An act relating to the payment of subsidies by the Commodity Credit Corporation and the Reconstruction Finance Corporation; and

H. R. 3771. An act to provide for increasing the lending authority of the Export-Import Bank of Washington, and for other purposes.

CONDITIONAL ADJOURNMENT OF THE TWO HOUSES

Mr. BARKLEY. Mr. President, I ask the Chair to lay before the Senate House Concurrent Resolution 68, providing for an adjournment for a certain period of the two Houses of Congress.

The PRESIDING OFFICER. The Chair lays before the Senate House Concurrent Resolution 68, which will be read.

The concurrent resolution was read, as follows:

Resolved by the House of Representatives (the Senate concurring), That when the House adjourns on Saturday, July 21, 1945, it stand adjourned until 12 o'clock meridian on Monday, October 8, 1945, or until 12 o'clock meridian on the third day after Members are notified to reassemble in accordance with section 3 of this concurrent resolution, whichever occurs first.

Sec. 2. That the consent of the House of Representatives is hereby given to an adjournment of the Senate at any time during the month of August or September 1945, until 12 o'clock meridian on Monday, October 8, 1945, or until 12 o'clock meridian on the third day after Members are notified to reassemble in accordance with section 3 of this concurrent resolution, whichever occurs first.

Sec. 3. The President pro tempore of the Senate and the Speaker of the House of Representatives shall notify the Members of the Senate and the House, respectively, to reassemble whenever in their opinion legislative expediency shall warrant it or whenever the majority leader of the Senate and the majority leader of the House, acting jointly, or the minority leader of the Senate and the minority leader of the House acting jointly, file a written request with the Secretary of the Senate and the Clerk of the House that the Congress reassemble for the consideration of legislation.

The PRESIDING OFFICER. The question is on agreeing to the concurrent resolution.

Mr. BARKLEY. Mr. President, I wish to make a brief statement.

The House originally contemplated providing for an adjournment of the House, with the consent of the Senate, until the first day of October. In view

of the fact that we are to take up the San Francisco Charter on Monday, and in view of the fact that our ability to take a recess will be postponed for some days following the adjournment of the House, the House agreed to provide for the reconvening of the two Houses on the 8th of October instead of the 1st.

The joint resolution provides in advance the consent of the House to an adjournment of the Senate at any time during the month of August or the month of September. We may conclude consideration of the charter before the 1st of August. I hope we may; but I do not wish to suggest any amendment to the concurrent resolution. If we conclude consideration of the charter prior to the 1st of August, a sufficient number of us will be present to have a session on that day so as to comply with the terms of the joint resolution, which provides for an adjournment of the Senate at any time during August or September. If we conclude consideration of the treaty prior to the first day of August, we can have a session on that day and provide then, by suitable motion, for the adjournment of the Senate until the 8th of October, when, under the terms of the concurrent resolution, the two Houses will reconvene.

I ask for a vote on the concurrent resolution.

THE PRESIDING OFFICER. The question is on agreeing to the concurrent resolution.

The concurrent resolution (H. Con. Res. 68) was agreed to.

COVERAGE OF CERTAIN DRUGS UNDER THE FEDERAL NARCOTIC LAWS

MR. GEORGE. Mr. President, I move that the Senate proceed to the consideration of Calendar No. 183, House bill 2348, to provide for the coverage of certain drugs under the Federal narcotic laws.

THE PRESIDENT pro tempore. The bill will be stated by title for the information of the Senate.

THE CHIEF CLERK. A bill (H. R. 2348) to provide for the coverage of certain drugs under the Federal narcotic laws.

THE PRESIDENT pro tempore. The question is on agreeing to the motion of the Senator from Georgia.

The motion was agreed to; and the Senate proceeded to consider the bill.

MR. GEORGE. Mr. President, if I may have the attention of the Senate, I can explain the bill in a very few words.

The bill would give to the Secretary of the Treasury the authority to determine whether any synthetic drug possesses the qualities of morphine or cocaine. Heretofore the Congress has dealt with problems of this kind by special legislation, whenever a synthetic drug, habit-forming or habit-sustaining, has appeared. In the Seventy-eighth Congress, under Public Law 414, Congress dealt with a specific derivative of one of the drugs, or a synthetic duplication of a particular drug. This bill proposes a general law, so that the Secretary of the Treasury may, at any time when a synthetic drug which possesses habit-forming or habit-sustaining qualities appears, determine whether or not it shall receive the same treatment as

morphine or cocaine, that is, whether or not it shall be brought under the same regulations and control.

The word "opiate" has been selected as a generic term. In the event of any habit-forming drug making its appearance, it will be determined by the Secretary of the Treasury whether the drug possesses the same qualities as either morphine or cocaine. If so, it may be brought under the same regulation as morphine or cocaine.

The bill provides for ample notice and hearing to any party interested in the production or distribution of the drug before any order is entered. The hearing will be public. The parties will have an opportunity to appear and make their case; and thereafter the Department will determine whether the drug is a habit-forming or habit-sustaining drug within the meaning of the act. If the finding is affirmative, then no order can be issued by the Secretary, but the President of the United States to whom the matter is referred, may himself issue the order. It is precisely what has been done in the case of certain synthetic drugs which possess all the qualities and have all the habit-forming or habit-sustaining characteristics of the natural drug itself. This is simply a bill which brings under observation the whole field of synthetic drugs falling in that category.

It is represented to the committee that need for the bill actually exists. Information in the Narcotics Division of the Treasury indicates that the conclusions reached by the Secretary in presenting this bill are very well founded.

It is believed that if the proposed law is made general and applicable to all of the opiates—which, as I have already explained, is a generic term—then before any considerable quantity of any habit-forming drug, synthetic in character, can be placed on the market and go into consumption, proper steps can be taken to regulate and control it. That is the whole purpose of the bill. It is a long bill, but the various sections are intended to apply the generic term "opium" to various sections of our narcotic laws and even to our tariff laws and tax laws.

I am bringing up the bill at this time. It has passed the House of Representatives. The Senator from Wisconsin [Mr. LA FOLLETTE] presented to the Finance Committee a matter in which several of the States of the Union are interested, and a hearing was had by the Senator from Wisconsin. The committee has given to the Senator from Wisconsin the privilege of presenting as a committee amendment an amendment which he desires to offer to the bill. I now yield to the Senator from Wisconsin.

MR. LA FOLLETTE. Mr. President, I offer the amendment, which I send to the desk and ask to have stated.

THE PRESIDENT pro tempore. The amendment will be stated.

THE CHIEF CLERK. On page 5, after line 3, it is proposed to insert the following:

AMENDMENTS RELATING TO MARIHUANA

SEC. 10. (a) Exemption for certain transfers to millers: Section 2591 of the Internal Revenue Code is amended by adding at the end thereof a new subsection (e) to read as follows:

"(e) Exemption for certain transfers to millers: Nothing in this section shall apply to a transfer of the plant Cannabis sativa L. or any parts thereof from any person registered under section 3231 to a person who is also registered under section 3231 as a taxpayer required to pay the tax imposed by section 3230 (a) (6)."

(b) Special tax on millers: Section 3230 of the Internal Revenue Code is hereby amended by adding at the end of subsection (a) a new subdivision (6) to read as follows:

"(6) Millers: Any person who at a mill manufactures or produces from the plant Cannabis sativa L. any fiber or fiber products, \$1 per year or fraction thereof during which he engages in such activities."

(c) Registration of millers: Section 3231 of the Internal Revenue Code is hereby amended by inserting at the beginning thereof, before the word "any" the following: "(a) In general—"; and by adding at the end of such section a new subsection to read as follows:

"(b) Special requirements for millers: The Secretary shall not permit the registration of any person under this section as a person required to pay the tax imposed by section 3230 (a) (6), unless in the opinion of the Secretary such person (or if a corporation, each officer thereof) is a person of good moral character and unless in the opinion of the Secretary such person is a person of suitable financial standing, intends to engage in good faith in the business of manufacturing or producing fiber or fiber products from the plant Cannabis sativa L. on a commercial basis, and is not seeking registration under this section for the purpose of facilitating the unlawful diversion of marihuana. Any person who is registered under this section and has paid the tax imposed by section 3230 (a) (6) shall afford agents of the Bureau of Narcotics ready access at all times to any part of the premises of the mill or other premises of such person and the right to inspect any and all books, papers, records, or documents connected with the activities of such person in dealing in, manufacturing, and processing Cannabis sativa L. and fiber or fiber products thereof, and the handling of marihuana. The Secretary may cancel or may refuse to renew, after notice and opportunity for hearing, the registration of any such person if he finds that such person has not complied or is not complying with the requirements of this subsection, or if he finds that grounds exist which would justify the refusal to permit the original registration of such person under this section."

MR. LA FOLLETTE. Mr. President, I desire to make a brief statement for the RECORD in support of this amendment, which was authorized by the Finance Committee to be offered to the bill, as has been stated by the able chairman of the committee.

Mr. President, hemp has been produced in the United States since earliest colonial times. In World War I and again in World War II the expansion of the production of hemp became vitally necessary to the war effort. Between the two wars privately operated commercial scutching mills carried on their activity in peacetime. Then, when our source of supply from the Orient, and especially from the Philippines, was cut off in the World War, it became necessary for the Government to enter upon an extensive program designed to enlarge production. A number of plants were built in several of the States of the Union. Approximately \$12,000,000 was invested by the Government in the construction of those scutching mills in order to increase the

[PUBLIC LAW 174—79TH CONGRESS]

[CHAPTER 342—1ST SESSION]

[H. J. Res. 145]

JOINT RESOLUTION

Providing for membership of the United States in the Food and Agriculture Organization of the United Nations.

Resolved by the Senate and House of Representatives of the United States of America in Congress assembled, That the President is hereby authorized to accept membership for the United States in the Food and Agriculture Organization of the United Nations (hereinafter referred to as the "Organization") the Constitution of which is set forth in appendix I of the First Report to the Governments of the United Nations by the Interim Commission on Food and Agriculture, dated August 1, 1944.

SEC. 2. There is hereby authorized to be appropriated, out of any money in the Treasury not otherwise appropriated, a sum not exceeding \$625,000 during the first fiscal year of the Organization and sums not exceeding \$1,250,000 annually thereafter as may be required for expenditure under the direction of the Secretary of State, for the payment by the United States of its proportionate share in the expenses of the Organization.

SEC. 3. In adopting this joint resolution, it is the sense of the Congress that the Government of the United States should use its best efforts to bring about, as soon as practicable, the integration of the functions and the resources of the International Institute of Agriculture with those of the Organization, in a legal and orderly manner, to effect one united institution in such form as to provide an adequate research, informational, and statistical service for the industry of agriculture.

SEC. 4. Unless Congress by law authorizes such action, neither the President nor any person or agency shall on behalf of the United States accept any amendment under paragraph 1 of article XX of the Constitution of the Organization involving any new obligation for the United States.

SEC. 5. In adopting this joint resolution the Congress does so with the understanding that paragraph 2 of article XIII does not authorize the Conference of the Organization to so modify the provisions of its Constitution as to involve any new obligation for the United States.

Approved July 31, 1945.

